

# Missouri Juvenile Officer Weighted Workload Study

*Final Report*

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## NATIONAL CENTER FOR STATE COURTS

*September 2020*

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To promote the rule of law and to improve the administration of justice in the state courts and courts around the world.

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## Executive Summary

### Overview

In Missouri's juvenile court system, Juvenile Officers (JOs) perform intake assessments and supervision duties involving juvenile delinquency cases, defined as those acts that, if committed by an adult, would be considered criminal acts. They also have oversight for youth who have come to the attention of the departments for the commission of status offenses, child and family welfare cases and termination of parental rights cases.

To effectively achieve these goals, JOs and their support staff must be well-trained and have reasonable caseloads that allow them to manage the youth they supervise in a manner that supports the pro-social behavior and skill development that enable probationers to end their periods of juvenile court supervision in a pro-social manner. Excessive caseloads among JOs jeopardize both public safety and the quality of supervision provided to youth under their supervision in Missouri. Therefore, it is imperative that the Missouri judicial branch, which employs and supervises state-funded JO staff, be able to assess accurately the need for JO staff and to obtain the resources to fund those positions.

Since 2013, OSCA has used the NCSC-developed weighted workload model to determine the need for JOs in Missouri.

In June 2019, the National Center for State Courts (NCSC) submitted a report to the Supreme Court of Missouri that made recommendations regarding changes to judicial circuits in that state, entitled *Judicial Circuit Realignment Recommendations for the Missouri Circuit Courts*, dated June 2019. That data-driven evaluation examined multiple factors that impact court operations and made recommendations to change some circuit geographical boundaries to enhance the efficiency and effectiveness of the circuit courts. One notable impact of the realignment recommendations is the fact that some current judicial circuits have joint agreements regarding the shared use of juvenile officers and juvenile detention facilities. For this reason, once the circuit boundary changes have gone into effect, the impact of potential changes in judicial circuit makeup will likely impact the workload of these juvenile officers.

As an extension of the initial work regarding circuit realignment, the NCSC expanded the original project, using existing funding, to conduct a comprehensive weighted workload study for the juvenile probation system, which is administered by

the Missouri Office of the State Courts Administrator (OSCA). This weighted workload assessment for juvenile officers produced a management model that can address potentially changing workloads and staffing needs based upon the circuit realignment plan to ensure that the juvenile probation function is appropriately resourced once the realignment is implemented.<sup>1</sup>

## Methodology

With assistance from the Work Group, the NCSC consultants designed and conducted a workload study that collected three types of data:

- (1) Real-time data recorded by JO staff statewide during a one-month period in the winter of 2020;
- (2) A survey of all JOs requesting their assessment of the extent to which they have adequate time to perform their duties in a timely and high-quality manner; and
- (3) Qualitative feedback from nine focus group discussions with 12 to 15 juvenile

officers held virtually with officers across the state.

The most important component of the workload assessment study was the collection of work-time data over a four-week period between January 20 and February 14, 2020. Juvenile Officers kept track of the amount of case-related time they spent on each of 21 different case status categories and on the time they spent on non-case-related work. An impressive 95 percent of JOs in Missouri participated in the study, thereby enhancing the credibility of the data.<sup>2</sup>

## Findings

### Workload Values

Based on the work-time data collected by JOs during the four-week study, NCSC staff estimated the annual case-related work time spent by JOs on each of 21 different case status types (see Figure ES-1, on the next page), and used that figure to determine the average annual amount of time spent per year on each case status type. The average annual time spent per case status type is the case type's *workload value*

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<sup>1</sup> At the time this report was completed, the circuit realignment has not been implemented, so the needs model was developed based on the current alignment structure. In the future, the new workload values can

be applied to the realigned circuits to determine the staffing needs as circuit boundaries change.

<sup>2</sup> Vacant positions that existed during the work-time study were not included in the expected number of participants.

for each case status type. The workload values are the heart of a weighted workload staffing model. Multiplying the workload values by the average number of new cases in each of the 21 case status types – and summing the results of those calculations -- produces a measure of case-specific workload (in minutes) for JOs. That calculation provides a basis for determining the number of full-time equivalent (FTE) JOs needed *statewide* (see Appendix D).

Work Group members reviewed the workload values for each of the 21 case status types in May and again in June 2020. They noted that, with the exception of Diversion, the workload values were consistent with what they expected: the case status types that require the least amount of JO time had the lowest workload values, while the case status types that require the most JO time had the largest workload values. Work Group members agreed to take the time recorded in the non-case-related category for “community activities, speaking engagements, public speaking” and apply it to the diversion workload value, thereby increasing that value by approximately 21 minutes (from 31.32 to 53.27 minutes). Figure ES-1 shows the final JO workload values.

**Figure ES 1: Final Juvenile Officer Workload Values**

Case Status Type	Final Workload Values (monthly in minutes)
<b>Diversion</b>	
Diversion screened for detention	53.27
<b>Status Offenses</b>	
Screening (informal/formal)	103.63
Informal processing	376.80
Formal processing	420.04
Truancy court	154.16
Formal supervision: All Risk Levels	173.72
Informal supervision	85.15
<b>Delinquency (Law) Cases</b>	
Screening (informal/formal)	126.89
Informal processing	403.20
Informal supervision	65.29
Formal processing	1,396.77
Formal supervision: All Risk Levels	274.74
Treatment (drug, other) court	176.35
<b>Child &amp; Family Welfare (CA/N) Cases</b>	
Screening (informal/formal)	115.25
Informal processing	745.18
Formal processing	1,087.93
Formal supervision/placement	30.61
Protection orders	21.80
Treatment court	72.76
Informal supervision	93.83
<b>Termination of Parental Rights Cases</b>	
Screening & court activity	111.09

### Calculation of Staffing Needs

To determine the need for JO positions, the NCSC multiplied the JO workload values by the number of youth in each case type category during the previous

year. The sum of these calculations provides an estimate of the annual number of minutes of *case-related* work by JOs statewide and by circuit.<sup>3</sup> Overall, the Work Group concluded that the weighted caseload model produced a reasonable estimate of the need for JOs statewide; however, they did not believe that the determination of where the JO positions should be placed was adequately determined by the model. Largely, this has to do with the fact that there is a fair amount of subjectivity in the manner that circuits count cases (especially diversion cases) and how those cases come under the jurisdiction of the juvenile court system. For example, JOs, or attorneys associated with the juvenile court system, make the determination regarding whether a referral warrants the need to accept a case under the jurisdiction of the juvenile court. In this way, juvenile officers act as the gatekeepers for cases that come into the system. In essence, this potentially allows circuits to control the size of their caseload.

In an effort to smooth out the staffing needs, the Work Group looked at alternative options for distributing the staff

needs. The Work Group looked at four ways to allocate staff: (1) use the traditional model to determine JO staffing needs statewide, (2) use the traditional model to determine JO staffing needs statewide, then distributing the need based on the percentage of youth in each circuit, (3) use the traditional model to determine JO staffing needs statewide, then distributing the need based on the percentage of youth and rate of poverty in each circuit, and (4) average the three options above to determine staffing needs by circuit. After reviewing the four alternatives, the Work Group took a vote and agreed to base the staffing needs on the second option, using the traditional model to determine staffing needs for the state and then allocate the JO positions based on the proportion of the state's youth population (ages 5-18) in each circuit. The Work Group did request that all four staffing needs options be presented in this report.

Figure ES-2 shows the number of JO positions needed for each of the four modeling options. As stated previously, the Work Group opted to support the use of the

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<sup>3</sup> Section III of this report provides a detailed explanation of the weighted caseload calculations for determining the need for JOs.

model in which the number of JOs needed are allocated based on the youth population in each circuit; this column is presented in blue type.<sup>4</sup> According to the new weighted workload model, there is a statewide need for 260.8 full-time equivalent (FTE) JO positions, and there are currently only 212.5 JO positions<sup>5</sup> allocated. Consequently, there is a need for **48.3 additional JO positions** statewide

**Figure ES 2: JO Positions Needed  
Three Model Options**

Circuit	Total JOs Needed per Circuit: Traditional Model (n=260.8)	Total JOs Needed per Circuit: Allocated using Population (n=260.8)	Total JOs Needed per Circuit Allocated using Pop/Poverty RatesTraditi onal Model (n=260.8)	Average of 3 Models
1	3.7	1.8	1.8	2.4
2	4.6	3.4	3.6	3.9
3	4.9	2.7	2.7	3.4
4	4.5	3.2	3.3	3.7
5	10.7	10.3	10.2	10.4
8	2.0	3.2	3.0	2.7
9	3.1	2.6	2.6	2.7
10	4.7	4.7	4.7	4.7
12	5.9	7.2	7.1	6.7
13	16.9	19.6	19.8	18.8
14	6.3	3.3	3.3	4.3
15	3.1	5.6	5.4	4.7
17	14.2	16.1	15.0	15.1
18	4.4	6.2	6.3	5.6
20	8.5	13.2	12.2	11.3
24	12.4	11.7	12.1	12.1
25	17.0	12.0	12.4	13.8
26	8.0	13.7	13.6	11.7
27	6.3	4.6	4.6	5.2
28	5.9	5.5	5.7	5.7
30	6.9	11.7	11.4	10.0
32	11.6	10.4	10.2	10.8
33	9.7	5.3	5.7	6.9
34	8.1	3.5	3.9	5.2
35	9.6	6.1	6.5	7.4
36	7.3	5.7	6.1	6.4
37	5.8	6.6	7.2	6.6
38	5.9	9.8	9.0	8.2
39	7.2	10.2	10.3	9.2
40	11.5	8.6	8.6	9.6
41	3.9	2.2	2.2	2.7
42	5.5	6.7	7.0	6.4
43	4.1	6.3	6.2	5.5
44	4.7	4.1	4.4	4.4
45	5.8	8.1	7.7	7.2
46	6.0	5.1	5.1	5.4
<b>Total</b>	<b>260.8</b>	<b>260.8</b>	<b>260.8</b>	<b>260.8</b>

<sup>4</sup> Chief Juvenile Officer and Deputy Chief Juvenile Officer positions were not included in the total number of allocated positions.

<sup>5</sup> Juvenile officer positions included in the allocated count are state-paid juvenile officer classification I, II

and III. Grant-paid staff serving in a management capacity, including supervision and related tasks; excludes attorneys, administrative support personnel and program-specific staff not providing supervision or tracking cases.



## Recommendations

The NCSC offers the following recommendations.

1. OSCA should update the weighted workload model annually, using the average number of cases for each of the 21 case status types during the most recent calendar year.
2. OSCA should update the workload values in this weighted caseload model every five to seven years by conducting

a statewide study of the work-time of JOs. This is the only way to ensure the workload values accurately reflect the nature and complexity of the workload and evolving practices and juvenile court technology across the state.

## I. Introduction

Nationally, probation leaders face continual challenges of effectively managing rising caseloads, limited staff, and increasing supervision requirements and expectations. The American Probation and Parole Association (APPA) has tried for years to develop national standards for caseload sizes, but has been unsuccessful because of the vast variation in state and local investigation and supervision practices. Even so, the APPA recognizes the need for developing national standards as guidelines, but strongly endorses the need for states to determine local workloads based on carefully conducted time studies (Burrell, 2006; Paparozzi and Hinzman, 2005; Jalbert, De-Long, Kane and Rhodes, 2011). In a joint BJA-APPA publication in 2011, the authors describe the varied benefits of conducting work-time studies, from making funding requests based on empirical findings to identifying areas for improving efficiencies and effectiveness to assisting in the development of guidelines in performance evaluations (DeMichele, Payne and Matz, 2011). In response to these multiple and sometimes conflicting challenges and problems, state probation

leaders have adopted methodologies that are quantitatively more sophisticated to assess probation resource needs.

Two constant and recurring problems are inherent with these challenges: (1) objectively assessing the number of probation officers (called juvenile officers in Missouri) required to handle current and future caseloads, and (2) deciding whether probation resources are being allocated geographically according to need. Assessing the probation workload through the development of a weighted workload model is a rational, credible, and practical method for meeting these objectives and determining the need for probation staff.

The focus of this study is the workload of the state-funded juvenile officers within the Missouri judicial branch. In Missouri, "The juvenile officer has wide-ranging authority and a high level of responsibility in the multiple facets of the juvenile justice system. The juvenile officer must act not in a prosecutorial manner but in a manner wherein the interests of each child, youth and family subject to the statutory elements of the juvenile code receives rehabilitative treatment and services within an appropriate context of accountability and a tenuous balance of interests of the general

public.”<sup>6</sup>

Juvenile officers perform intake assessments and supervision duties involving juvenile delinquency cases, defined as those acts that, if committed by an adult, would be considered criminal acts. They also have oversight for youth who have come to the attention of the departments for the commission of status offenses, child and family welfare cases and termination of parental rights cases.

In June 2019, the National Center for State Courts (NCSC) submitted a report to the Supreme Court of Missouri that made recommendations regarding changes to judicial circuits in that state, entitled *Judicial Circuit Realignment Recommendations for the Missouri Circuit Courts*, dated June 2019. That data-driven evaluation examined multiple factors that impact court operations and made recommendations to change some circuit geographical boundaries to enhance the efficiency and effectiveness of the circuit courts. One notable impact of the realignment recommendations is the fact that some current judicial circuits have joint agreements regarding the shared use of

juvenile officers and juvenile detention facilities. For this reason, once the circuit boundary changes have gone into effect, the impact of potential changes in judicial circuit makeup will likely impact the workload of these juvenile officers.<sup>7</sup>

As an extension of the initial work regarding circuit realignment, the NCSC expanded the original project, using existing funding, to conduct a comprehensive weighted workload study for the juvenile probation system, which is administered by the Missouri Office of the State Courts Administrator (OSCA). This weighted workload assessment for juvenile officers produced a management model that can address potentially changing workloads and staffing needs based upon the circuit realignment plan to ensure that the juvenile probation function is appropriately resourced once the realignment is implemented.

As OSCA has used the previous model over the years, Chief Juvenile Officers have become concerned that, while the model appears to correctly determine the number of officers needed across the state, is not so good at determining the deployment of staff

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<sup>6</sup> Missouri Juvenile Officer Performance Standards (2017), p. 3.

<sup>7</sup> The circuit realignment changes have not yet been implemented, so the needs model presented in this

report represents the circuits as they currently exist. As the boundaries are changed, the case weights can be applied to the average number of cases in the realigned circuits.

adequately, likely due to the fact that some cases, such as those on diversion, cannot effectively be determined on a statewide basis. For this reason, the NCSC, along with the Work Group developed alternative model options for the deployment of staff, based on population and poverty figures.<sup>8</sup>

Adequate staffing within the judicial branch is important to both public safety and effective case management and case processing. Referring specifically to probation caseloads, when officers are spread too thin, they lack the ability to adequately investigate and/or supervise the youth for which they have oversight in the community. The quality of investigation and supervision services is directly related to the number of juvenile officers available to handle the probation supervision work in Missouri.

According to the *Missouri Juvenile Officer Performance Standards* (2017), Section 3.2, “Supervision is the primary vehicle used by the Missouri juvenile justice system to meet the needs of adjudicated juveniles and informal adjustments. Supervision serves as a sanction for juveniles adjudicated in court and, in many

circumstances as a way of diverting status offenders or lower-risk juveniles from further penetration in the juvenile court system” (p. 52).

The juvenile officers that are the focus of this weighted workload assessment are field officers – as opposed to detention officers. These officers have two key focal points. The first is to address the pre-adjudication/pre-supervision process, including initial referrals or preliminary inquiries; make timely decisions regarding whether the initial referral is sufficient to take action within the juvenile justice system, and to provide sound reasoning to the referring agent as to the juvenile officer’s decision. All decisions are expected to balance the best interests of the child and the best interests of the state. Ultimately, youth are placed in one of several placement options within the juvenile probation system: diversion, informal processing, informal supervision, formal processing or formal supervision.

The second objective is to provide supervision, once a referral decision has been made. Effective supervision requires that juvenile officers have adequate time to assess and reassess juveniles’ risk and needs and

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<sup>8</sup> The NCSC addressed a similar concern when developing a workload model for juvenile officers in

Iowa in 2017. The adapted Missouri resource needs model is based on the one developed in Iowa.

develop realistic supervision agreements and case plans that address the key risk factors that brought the youth to the attention of the juvenile justice system. Based on those case plans, juvenile officers must supervise youth, while also working with community stakeholders and engaging families to assist in the cessation of behavioral concerns, in a manner that builds skills and implements pro-social behavioral modification strategies. Juvenile officers must also address violations when they occur, regularly report to the court on the status of youth on their caseload and maintain up-to-date records on the progress of the youth and what strategies and services have been utilized.

To adequately perform the duties described above, juvenile officers must be highly trained and highly skilled in the use of assessment tools and the use of evidence-based practices that result in behavioral change. Juvenile officers must also have a keen understanding of the entire juvenile justice system and be adept at interacting with both adults and juveniles. They must be able to act as service referral agents, change agents and disciplinarians -- all while considering the potentially competing interests of the child, their families and the community. And they must have adequate

time to do the important work for which they are entrusted.

Currently, the state of Missouri uses workload values that were developed by the National Center for State Courts in 2013 on which to base its staffing need for juvenile officers. The NCSC has conducted weighted workload assessment studies for many years. The weighted workload method uses time as a measure for workload and is based on the assumption that the more complex the case, the more time required to process, manage, or supervise the case. Thus, diversion cases, which often require a minor intervention, should, on average, require less time on the part of the juvenile officer than a high-risk (and high need) youth who has been placed on formal supervision by the court. Indeed, this is confirmed in the *Performance Standards*, setting out the supervision contact standards based on risk levels.

The current study developed workload values for each of the 21 case status types that juvenile officers oversee. A workload value (sometimes called a case weight) is defined as the average amount of time it takes to complete the work associated with a particular case status type (e.g., intake, diversion, screening, informal and formal supervision, etc.). The NCSC computes

workload values based upon the average number of minutes it takes to complete tasks associated with each designated case status type. Multiplying the workload values by the number of youth served in each of those case status categories provides a solid evidence-based means for determining the *workload* for juvenile officers in the state.

Specifically, the current study accomplished the following objectives:

- Utilized a methodology that bases the workload values on all work recorded by all juvenile officers;
- Achieved a 95 percent participation rate by juvenile officers, thereby enhancing the credibility and validity of the data;
- Included a four-week data collection period to ensure sufficient data to develop valid workload values;
- Accounted for juvenile officer work for all phases of case processing;
- Accounted for non-case-related activities that are a normal part of juvenile officer work;
- Accounted for variations by circuit in juvenile officer travel time; and
- Established a transparent and flexible model (using updated workload values to determine the JO staffing need statewide and the distribution of youth population to determine deployment strategies) that

can determine the need for juvenile officers in each circuit.

## II. Overview: Theory and National Context of Weighted Caseload Assessment

The NCSC has conducted workload assessment studies since the 1980s. These studies aim at assisting states in developing meaningful, easily understood criteria for determining overall staffing needs, taking into account both case-related and non-case-related work-time. In all, the NCSC has conducted more than 70 workload and staffing assessments in the last ten years in a variety of contexts, including statewide and local efforts, and general and limited jurisdiction courts. These studies have involved judges, quasi-judicial officers, administrative and clerical staff, court clerks, public defenders and probation and parole officers. All of these studies produced a “weighted workload” model that directly measures the variations in time required to manage different categories of case types within the appropriate context.<sup>9</sup>

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<sup>9</sup> See Douglas, John. *Examination of NCSC Workload Assessment Projects and Methodology: 1996-2006*, March 2007 for a detailed description of weighted

workload studies conducted by the NCSC between 1996 and 2006.

Population-only based staffing models provide only an indirect means for estimating workload. As an alternative, some jurisdictions base staffing needs on the total number of filings in a jurisdiction. The underlying assumption of these models is that the caseload composition in all jurisdictions within a state are approximately the same, which is almost certainly not the case. Rather, case types and caseloads vary in complexity, and different types of cases require different levels of attention from juvenile officers.

A weighted caseload model develops workload values for each key case type to account for this variation in caseload. By weighting each case status type, a weighted caseload model more accurately assesses the amount of time required to supervise and manage the workload.

Jurisdictions that adopt weighted caseload models for determining staffing needs seek an evidence-based methodology to justify their requests for resources that are essential to the effective management of cases, delivering quality service to the public and maintaining public safety. Meeting these challenges in Missouri involves the objective assessment of the number of juvenile officers

needed to achieve their mission and objectives.

This report provides details on the Missouri juvenile officer weighted workload study methodology and explains the workload assessment model for juvenile officer staffing needs. The findings from the present study can be used to assist OSCA in determining the need for state-funded juvenile officers in each circuit.

### III. Methodology

The NCSC worked with the Work Group, consisting of one presiding judge, two associate circuit judges, four chief juvenile officers, one juvenile officer, a deputy court administrator and one attorney for juvenile officers, as well as representatives from the Office of the State Courts Administrator (the *Acknowledgements* page of this report lists the names of the Work Group members.)

With the Work Group's help and leadership, the NCSC developed and carried out the critical components of the study. Specifically, the Work Group provided advice and commentary on the overall study design, the identification of case status types, the duration of the time study, the approach, and

reviewed and signed off on the workload values prior to the completion of the project.

This workload assessment study included the collection of three types of data:

(1) Actual work-time data recorded by all state-funded juvenile officers statewide during a one-month period in the winter of 2020<sup>10</sup> (95 percent of juvenile officers participated in the work time study);

(2) A survey of all juvenile officer staff requesting their assessment of the extent to which they have adequate time to perform their duties in a timely and high-quality manner; and

(3) Qualitative feedback from eight focus group discussions, held virtually, with 12 to 15 juvenile officers per focus group across the state. Focus groups were organized by region.

The core of the workload assessment was the work-time study wherein juvenile officers kept track of the amount of time they spent working on the various case status types (see Figure 1, below), as well as on non-case-related activities such as work-related

travel, meetings, committee work, and public outreach.

The workload value for each case status type represents the average monthly amount of time (in minutes) juvenile officers work on each case status type. Multiplying the workload values by the average monthly population (AMP) within each case status type produces a measure of case-specific workload for juvenile officers, which allowed the NCSC to determine the total number of juvenile officers needed statewide. Youth population figures, by circuit, were used to determine where the JO positions should be allocated

## Work Time Study

The NCSC staff conducted a work time study to measure the time juvenile officers spent processing cases.<sup>11</sup> To prepare participants for the study, NCSC staff conducted six training sessions via webinar over a two-week period in early January 2020. During the webinars, participants learned the purpose of the study, how to record work

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<sup>10</sup> The time study occurred prior to the state significantly changed working and travel requirements due to the COVID-19 pandemic.

<sup>11</sup> In Missouri, administrative assistants and secretaries sometimes perform juvenile officer work. For this reason, these individuals participated as ancillary staff in this study, recording only their time engaging in juvenile officer work. Chief Juvenile Officers and

Deputy Chief Juvenile Officers also participated in the work time study; however, only their case-specific time was included in the study, and their positions were not included in the current staffing allocation line in the needs model. By including these positions as ancillary staff, we were able to get a true measure of all juvenile officer work across the state. This methodology is consistent with the study conducted in 2013.



time, and how to use the NCSC's electronic data entry site. Additionally, NCSC staff provided written instructions for all participants. Finally, the NCSC maintained a "help link" that was available during working hours Monday through Friday of each week during the time study, and an electronic notification system used to allow for data corrections that needed to be made. Juvenile officers could call or email the Help Desk with questions regarding time tracking and data entry.

During the four-week period between January 20 and February 14, 2020, 95 percent of juvenile officers working at the time participated in the work time study. Juvenile officers recorded their time on a paper time-tracking form, and then transferred that information to a secure web-based data entry program developed and maintained by the NCSC specifically for the Missouri juvenile officer workload study. Once submitted, the data were automatically entered into NCSC's secure database.

## Data Elements

NCSC project staff met with the committee four times; once in person and three times via webinar between October 2019 and June 2020. During the initial

meeting, the committee and NCSC consultants identified the 21 case status categories and activity types to be included in the study, as well as determined such details as the duration and timing of the study.

## Case Status Types and Activities

Figure 1 shows the 21 case status categories and case-related activity types for which juvenile officers tracked and counted their case-related work time during the study period. Appendix A provides a full explanation of these case status categories.

**Figure 1: Missouri Juvenile Officer Case Status Types and Activities**

<b>Diversion</b>
Diversion activities
<b>Status Offenses</b>
Screening (informal/formal)
Informal processing
Formal processing
Truancy court
Formal supervision: All Risk Levels
Informal supervision
<b>Delinquency (Law) Cases</b>
Screening (informal/formal)
Informal processing
Informal supervision
Formal processing
Formal supervision: All Risk Levels
Treatment (drug, other) court
<b>Child &amp; Family Welfare (CA/N) Cases</b>
Screening (informal/formal)
Informal processing
Formal processing
Formal supervision/placement
Protection orders
Treatment court
Informal supervision
<b>Termination of Parental Rights Cases</b>
Screening & Case-related activity

## Non-Case-Related Activities

Work performed by juvenile officers that does not relate to a *specific* case is defined as non-case-related activity. The key distinction between case-related and non-case-related activities is whether the activity is tied to a specific case that can be counted. Figure 2 (below) shows a list of non-case-related activities for which participants recorded their time during the work time study.

**Figure 2: Non-Case-Related Activities<sup>12</sup>**

Chief/Deputy Chief JO Activities <sup>13</sup>
Education and training
General research/keeping current
Community activities, speaking engagements, public speaking
Committee work/related meetings
Work-related travel
Non-case-related administration
Paid time off
Time study project data tracking/entry
Other non-case-related work

<sup>12</sup> Note that there are some non-case-related categories of time for which data was collected, but the time was removed from the analysis, because the time is either already captured in the JO year value or because it is work that would not be done if not for this study. The former category includes education and training and paid time off; the latter category includes the NCSC data reporting time. The data that was removed from the analysis was replaced with the

average work-time that was recorded by the study participants.

<sup>13</sup> Time for this activity was ultimately removed for Chief Juvenile Officers and Deputy Chief Juvenile Officers since it was determined that their non-case-related work should not be included in the development of workload values. To the extent that JOs occasionally engage in this work, to assist the Chiefs and/or Deputy Chiefs, the time was included in the average non-case-related time calculation.

## IV. Determining Juvenile Officers' Available Time for Case-Related Work

In every workload study, three factors contribute to the calculation of staffing needs:

- Average monthly number of cases (we used the AMP from January 2020),
- Workload values, and
- Juvenile officers' annual *available time for case-related work (ATCW)*.

The relationship among these elements is expressed as follows:

- **Case-related workload (in minutes)** = Number of new cases X the workload values (weights)
- **Number of JOs Needed** = Case-related workload ÷ juvenile officers' ATCW value

The juvenile officer ATCW value represents the average amount of time in a year that juvenile officers have to perform case-related work. Calculating this value is a three-stage process:

- (1) Determine how many days per year are available for juvenile officers to perform work (the *juvenile officer work year*),

- (2) Determine how many business hours per day are available for case-related work as opposed to non-case-related work,
- (3) Multiply the numbers in steps 1 and 2, then multiply the result of that calculation by 60 minutes (per hour); this yields the juvenile officers' ATCW value, which is an estimate of the amount of time (in minutes) the "average" juvenile officer has to do *case-related work* during the year.

### Step 1: Determine the juvenile officer work-year

Calculating the average juvenile officer work-year requires determining the number of days per year that juvenile officers have to perform their work. Starting with 365 days in a year, we subtracted 104 days for weekends, 13 for holidays, 29 for vacations and other types of leave (based on information from OSCA), and 4.5 days for training programs – leaving a total of 214.5 available workdays. The workload model assumes all juvenile officers work eight hours per day. Eight hours per day multiplied by 60 minutes (per hour) – multiplied by 214.5 days per year equals 102,960 minutes available per year for juvenile officers to perform all types of work (see Figure 3).

**Figure 3: Calculating the Juvenile Officer Work-Year**

Annual Day Accounted For	Days
Total days per year	365
Subtract non-working days	
Weekends	-104
Holidays	-13
All leave	-29
Training and staff development	-4.5
Total working days available	214.5
Total working minutes available	102,960

**Step 2: Determine the juvenile officer workday**

For purposes of developing a weighted caseload model, it is necessary to determine how much of a juvenile officer's workday is available to perform *case-related* work. The staffing needs model assumes juvenile officers work eight hours per day and that all juvenile officers perform work that falls into two general categories: (1) case-related time and (2) non-case-related time. Based on data from the four-week work time study, the NCSC determined that juvenile officers spend an average of 102.22 minutes (1.70 hours) per day on *non-case-related* activities (excluding travel time) and 25

minutes (.42 hours) per day on travel time.<sup>14</sup>

That leaves an average of 352.78 minutes (5.88 hours) per day for case-related work (see Figure 4).

**Figure 4: Juvenile Officers' Average Available Time for Case-Related Work (ATCW value)**

	Minutes per Day	Minutes per Year*
Total Available Work Time	480.00	102,960
Subtract:		
-Avg. non-case-related time (excluding travel)	-102.22	-21,926
-Average travel time**	-25.00	-5,363
Total Daily Time for <i>Case-Related Work</i>	352.78	75,671

\* Minutes/day x 214.5 days per year.      \*\*Statewide average travel time per day per juvenile officer. The detailed model in Appendix D includes the average juvenile officer travel time in each circuit, not the statewide average time.

**Step 3: Determine the JOs' average annual available time for case-related work (ATCW value)**

The last column of Figure 4 shows the calculations for determining the juvenile officers' ATCW value.

1. Total available work time = 480 minutes per day X 214.5 days = 102,960 minutes per year.
2. Subtract non-case-related time: 102.22 minutes per day, which is **21,926** minutes

<sup>14</sup> The average daily travel time per JO is presented in the text as an average statewide; however, in the

needs model, the average travel time per circuit is used to determine the statewide need for JOs.

per year (plus the *circuit-specific average minutes of travel time* per JCO).<sup>15</sup>

3. Subtract non-case-related average travel time: 25 minutes per day X 214.5 days per year = 5,363 minutes per year.
4. The calculations in steps 1 to 3 shows that juvenile officers have an annual *average available time for case-related work* (ATCW value) of **75,671** minutes per year.

In the detailed weighted workload model in Appendix D, the actual average available time for case-related work varies somewhat from these calculations because that model applies the circuit-specific average travel times for juvenile officers, rather than the statewide average travel time shown in Figure 4.<sup>16</sup>

The ATCW value is a key component of a weighted caseload model for determining juvenile officer staffing needs. The weighted caseload model will determine the total demand for case-related work by multiplying the AMP for each of the 21 case status types by the workload value for each of those case status types. The sum of those calculations produces the total case-related workload demand for juvenile officers

statewide. Dividing the total workload demand for juvenile officers by the ATCW value produces an estimate of the number of juvenile officers needed to handle the case-related workload. To allocate the JO staff, youth population figures per circuit were used.

### Missouri Juvenile Officer Work Time Study and Workload Values

A work time study measures case complexity in terms of the average amount of juvenile officer time actually spent managing different types of cases, from the initial referral or placement to termination of the case. This study collected work time data on *all* case-related and non-case-related activities. For this study, juvenile officers recorded all time spent on 21 case status types on a paper-based daily time log and then entered their time on a web-based data entry site.

All state-funded juvenile officers recorded their work time during the four-week period from January 20 through February 14, 2020. To calculate preliminary

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<sup>15</sup> The 21,926 minutes of non-case-related time per year does *not* include *travel time* per day, which *varies by circuit*. In the detailed model shown in Appendix D, the *circuit-specific average travel minutes* per juvenile

officer is added to the 21,926 minutes to determine the total average minutes of non-case-related work time for each circuit.

<sup>16</sup> See previous footnote.

workload values (the monthly average amount of juvenile officer time required to handle a particular case status type) NCSC staff performed the following calculations:

(1) Start with the total case-related work-time on a specified case status type reported by juvenile officers during the four weeks of the work-time study,

(2) Divide that number by the AMP of cases for each case status type.

The workload values by case status type provide a picture of current juvenile officer practices in Missouri, and the workload value time computations generally lined up as expected, with juvenile officers spending less time with informal processing and supervision and more time with formal processing and supervision on cases.

Figure 5 provides an example of the calculation of the workload value for the case status type of informal processing on delinquency cases. This process shown in Figure 5 is the same for computing the workload values for all 21 case status types in this study.

### How this Study Accounted for Leave Time and Vacant Positions

The methodology used in this study accounts for all authorized juvenile officer positions, including the 2 juvenile officer positions that were vacant during the study period. This was accomplished through a weighting process to approximate the full complement of authorized staff.

- *Leave time:* All leave time, time associated with education and training, and time required to participate in the work time study was removed from the data and the remaining minutes were weighted to reflect the work reported by those individual juvenile officers when they were not on leave or engaged in the other work removed. (Leave and education time are accounted for in the juvenile officer work year described in Figures 3 and 4.)

- *Vacant positions:* The NCSC used a similar process to account for the 2 vacant juvenile officer positions (one was on extended medical leave). For example, if a circuit had 10 authorized juvenile officer positions, but only 8 of those were filled, the work time recorded by the 8 juvenile officers who participated in the study was weighted by 1.25 to accommodate the vacancies ( $10/8=1.25$ ;  $8 \times 1.25=10$ ). Using this method, 100 minutes of work-time was treated as 125 minutes of work-time.

**Figure 5: Example of Workload Value Calculation for Informal Processing on Delinquency Cases**

Statewide case-related work minutes for <b>informal processing on delinquency cases</b>	<b>84,807</b>
<i>Divide by</i>	÷
AMP	210
<i>Equals</i>	=
<b>Initial Workload Value</b> (average minutes spent per informal processing of delinquency cases)	<b>403.20</b>

Based on the work-time study, juvenile officers in Missouri spend a total of 84,807 minutes of case-related time on informal processing of delinquency cases monthly. Dividing that time by the average monthly population of informal processing on delinquency cases (210) yields a preliminary workload value of **403.20** minutes per case per month. This number indicates that, on average, Missouri juvenile officers currently spend approximately 403 minutes (6.72 hours) on all activities associated with informal processing delinquency cases, as determined by the work time study.

As shown in Figure 6, the AMP of cases in each case status category are a critical factor in the calculation of the workload value for each case status type.

Figure 6 shows the AMP for each case type category in calendar year 2019, and the percentage of the total filings that were accounted for by each case status category.

**Figure 6: Average Monthly Cases in the Missouri Juvenile Court System Calendar Year 2019**

Case Type	Monthly Cases	Percent of Total Cases
<b>Diversion (Diversion screened for detention)</b>	813	5.4%
<b>Status Offenses:</b>		
Screening (informal/formal)	733	4.9%
Informal processing	305	2.0%
Formal processing	52	0.3%
Informal supervision	769	5.1%
Formal supervision: All Risk Levels	125	0.8%
Truancy court	48	0.3%
<b>Delinquency (Law) Cases:</b>		
Screening (informal/formal)	603	4.0%
Informal processing	210	1.4%
Formal processing	113	0.8%
Informal supervision	755	5.0%
Formal supervision: All Risk Levels	631	4.2%
Statutorily Defined treatment court	42	0.3%
<b>Child &amp; Family Welfare (CA/N) Cases:</b>		
Screening (informal/formal)	679	4.5%
Informal processing	87	0.6%
Formal processing	363	2.4%
Informal supervision	152	1.0%
Statutorily Defined treatment court	100	0.7%
Formal supervision/placement	7,660	51.0%
Protection orders	359	2.4%
<b>Termination of Parental Rights Cases:</b>	416	2.8%
<b>Total Average Monthly Cases</b>	<b>15,016</b>	<b>100%</b>

Figure 7 displays the complete set of statewide workload values for the 21 case status types. By examining Figures 6 and 7 together, the utility of a weighted caseload system is easy to illustrate. Figure 6 presents the average number of monthly cases in each case status category, while Figure 7 presents

the workload values for those case status types. The number of formal supervision/placement cases under the Child and Family Welfare Cases (CA/N) category (n=7,660) comprises 51% of all of the average monthly cases for calendar year 2019 and the number of formal processing for status offense cases (n=52) represents only .3% of the cases. While the case numbers are higher for the CA/N formal supervision/placement cases are high, the workload value is not. For example, the workload value for formal supervision/placement in CA/N cases is 30.61 minutes per case monthly, and this compares to the 420.04 monthly workload value for the less frequently occurring status offense cases that are formally processed, a workload value more than 13 times greater than the formal supervision/placement for CA/N cases. Clearly, staffing models based solely on case counts do not differentiate the amount of time needed to manage each case status category.

**Figure 7: Missouri Initial Juvenile Officer Workload Values**

<b>Case Status Type</b>	<b>Initial Workload Values (monthly in minutes)</b>
<b>Diversion</b>	
Diversion screened for detention	31.32
<b>Status Offenses</b>	
Screening (informal/formal)	103.63
Informal processing	376.80
Formal processing	420.04
Truancy court	154.16
Formal supervision: All Risk Levels	173.72
Informal supervision	85.15
<b>Delinquency (Law) Cases</b>	
Screening (informal/formal)	126.89
Informal processing	403.20
Informal supervision	65.29
Formal processing	1,396.77
Formal supervision: All Risk Levels	274.74
Treatment (drug, other) court	176.35
<b>Child &amp; Family Welfare (CA/N) Cases</b>	
Screening (informal/formal)	115.25
Informal processing	745.18
Formal processing	1,087.93
Formal supervision/placement	30.61
Protection orders	21.80
Treatment court	72.76
Informal supervision	93.83
<b>Termination of Parental Rights Cases</b>	
Screening & court activity	111.09

## V. Qualitative Assessment of Workload Values

The work time study provides the ability to determine how long juvenile officers



take, on average, to process different case status types. However, data on the average amount of time juvenile officers *actually spend* on the various case types does not provide a basis for concluding whether that is a *sufficient amount of time* to perform their work in a *timely and high-quality manner*. To get a better sense of whether juvenile officers feel they have enough time to do their work and to explain the struggles they experience in terms of addressing immeasurable impediments, the NCSC engaged in two types of qualitative data gathering. First, the NCSC provided access to all juvenile officers to an Adequacy of Time Survey, and subsequently conducted eight virtual focus groups with juvenile officers who volunteered to participate between April 21 – 23, 2020.

### Adequacy of Time Survey

The NCSC distributed a web-based Adequacy of Time (AOT) survey to all juvenile officers following the work time study in February 2020. Approximately 87% of juvenile officers (n=234) completed the survey. As indicated above, the workload values identify the average amount of time juvenile officers *currently* spend handling cases, but they do not reveal whether that is *sufficient* time to ensure high-quality

performance of job duties. The AOT survey supplemented the work time study by assessing the extent to which juvenile officers feel they have sufficient time to perform their work in a timely and high-quality manner.

**Figure 8: Adequacy of Time Survey Layout<sup>17</sup>**

During the course of a normal work week or month, to what extent do you have sufficient time to perform the following types of work in a *high-quality manner to your satisfaction?*

CASE-RELATED WORK					
1	2	3	4	5	NA
Almost Never Have Enough Time		Usually Have Enough Time		Almost Always Have Enough Time	Does Not Apply
1. Diversion					
2. Status Offense: Screening					
3. Status Offense: Informal processing					
4. Status Offense: Formal processing					
5. Status Offense: Informal supervision					
6. Status Offense: Formal supervision low risk					
7. Status Offense: Formal supervision moderate risk					
8. Status Offense: Formal supervision high risk					
9. Truancy court					
10. Delinquency: Screening					
11. Delinquency: Informal processing					
12. Delinquency: Formal processing					
13. Delinquency: Informal supervision					
14. Delinquency: Formal supervision low risk					
15. Delinquency: Formal supervision moderate risk					
16. Delinquency: Formal supervision high risk					
17. Delinquency: Statutorily-defined treatment court					
18. Child/Family Welfare: Screening					
19. Child/Family Welfare: Informal processing					
20. Child/Family Welfare: Formal processing					
21. Child/Family Welfare: Informal supervision					
22. Child/Family Welfare: Formal supervision					
23. Child/Family Welfare: Protection order					
24. Child/Family Welfare: Statutorily-defined treatment court					
25. TPR: screening/notice to parties/process serving					
26. TPR: Court-related activity					

Figure 8 shows the wording and layout of the AOT survey questions and response range. Specifically, for each of the 26 separate case status types, and for non-case-related activities, respondents were asked to rate the extent to which they feel they have sufficient time to perform each of the case status types identified in Figure 8. Participants were asked to evaluate the statement, “For the following question, please think of the work you recorded over the past month and consider a typical case within each case status type.”

**Question:** During the course of a normal work week or month, to what extent do you have sufficient time to perform the following types of work in a *timely and high-quality manner?*” The survey asked respondents to check one of five responses ranging from (1) “Almost Never Have Enough Time” to the (5) “Almost Always Have Enough Time”. Respondents also rated their ability to attend to non-case-related activities and they were asked to identify the three main impediments to keeping up with their case-related work. An example of the survey

<sup>17</sup> Please note that, ultimately, some of the 26 case types indicated above were collapsed for workload value development. Specifically, status and delinquency offense formal supervision (low, medium

and high risk) were collapsed into one category for all risk levels; termination of parental rights (screening and court-related activity) were collapsed.

layout, illustrating case-related work, is provided in Figure 8.

NCSC staff compiled the responses and analyzed the results of the survey. For each case status type, the NCSC calculated an average response score.<sup>18</sup> Appendix C shows a complete set of the results. An average rating of 3.0 (“Usually have enough time”) was utilized as a threshold to determine whether juvenile officers felt they had adequate time. An average rating of less than 3.0 was deemed to mean most staff members believe they do *not* “usually” have enough time to perform their daily tasks in a *high-quality manner to your satisfaction*. An average rating greater than 3.0 was deemed to mean most juvenile officers believe they do “usually” have enough time to perform their daily tasks in a *high-quality manner to their satisfaction*.

Figure 9 shows the statewide average ratings from respondents for each of the case status types and non-case-related activities. The findings show average scores of 3.0 or higher for all of the case status types, but four of the five non-case-related activities did produce scores below the threshold of three (these are bolded in Figure 9). Respondents

were also asked to identify the biggest impediments to keeping up with their expected job duties; the highest-rated impediment was the *unpredictable nature of the job, dealing with emergency/crisis situation* (47%), and the second highest impediment was *inadequate staffing/budget to meet workload demands* (41%).

Overall, these findings indicate that juvenile officers feel they are able to keep up with their case-related work, but they do not have time to address most of the non-case-related work categories.

Finally, respondents were invited to provide any additional comments that might help explain their sense of the adequacy of time to do their work. Twenty-two percent of respondents (n=71) provided comments to supplement their numerical ratings. These comments were seemingly inconsistent with the scored statements in that they primarily highlighted aspects of their jobs that limit their ability to get their work done.

The comments, included in Appendix C, with the rest of the survey findings clustered around five primary areas. The most common theme in the comments is the perception that respondents have difficulty

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<sup>18</sup> Responses of “Does Not Apply” were excluded from the average.

keeping up with all aspects of their jobs due to high caseloads and/or staffing needs. The second most common theme focused on the nature of the job, often requiring juvenile officers to interrupt what they are doing to address an emergency situation. The remaining three areas on which comments focused include (1) the inability to attend to those important non-case-related activities, such as participating in training, keeping current on research; (2) the need to complete paperwork and data entry that takes away from face-to-face time with clients, and (3) the need to travel to see clients, especially in rural areas, which takes time away from all other work activities.

**Figure 9: Adequacy of Time Survey Findings**

Case Status Types	Average Score
<b>Diversion</b>	
Diversion (only those screened for diversion)	3.42
<b>Status Offense Activities</b>	
Screening (informal/formal)	3.53
Informal processing	3.56
Formal processing	3.53
Informal supervision	3.35
Formal supervision: low risk	3.42
Formal supervision: moderate risk	3.36
Formal supervision: high risk	3.35
Truancy court	3.07
<b>Delinquency (Law) Case Activities</b>	
Screening (informal/formal)	3.49
Informal processing	3.53
Formal processing	3.48
Informal supervision	3.40
Formal supervision: low risk	3.43
Formal supervision: moderate risk	3.40
Formal supervision: high risk	3.29
Statutorily-defined treatment court	3.06
<b>Child &amp; Family Welfare Activities</b>	
Screening (informal/formal)	3.53
Informal processing	3.49
Formal processing	3.54
Informal supervision	3.22
Formal supervision/placement	3.40
Protection orders	3.14
Statutorily-defined treatment court	3.00
<b>TPR Activities</b>	
Screening/notice to parties/process serving	3.21
Court-related activity	3.53
<b>Non-Case-Related Activities</b>	
Chief/Deputy Chief JO Activities	3.29
<b>Education and training</b>	<b>2.76</b>
<b>General research/keeping current</b>	<b>2.77</b>
<b>Community activities, speaking engagements, public speaking</b>	<b>2.48</b>
<b>Committee work/related meetings</b>	<b>2.99</b>
<b>Non-case-related administration</b>	<b>3.16</b>

## Focus Groups

Workload assessment studies provide data regarding the time it takes to manage cases and engage in non-case-specific work. These work time studies; however, do not provide qualitative information that can help explain those numbers or their shortcomings. NCSC staff sought a deeper understanding about the

nature of the data collection period, reactions to initial study findings, variation in case management issues across the state and the sufficiency of time to perform key case-related and non-case-related activities. To achieve this goal, NCSC staff held eight virtual focus group sessions via webinar, with each session focusing on specific regions across the state on April 21, 22 and 23.<sup>19</sup> In all, 68 juvenile officers, including juvenile court officers, chief juvenile officers and deputy chief juvenile officers, representing 26 of the 27 participating circuits participated in the focus group sessions. In an effort to engage as many juvenile officers as possible, a survey containing similar key questions to those posed in the focus groups was distributed to all juvenile officers. All officers were encouraged to complete this survey.

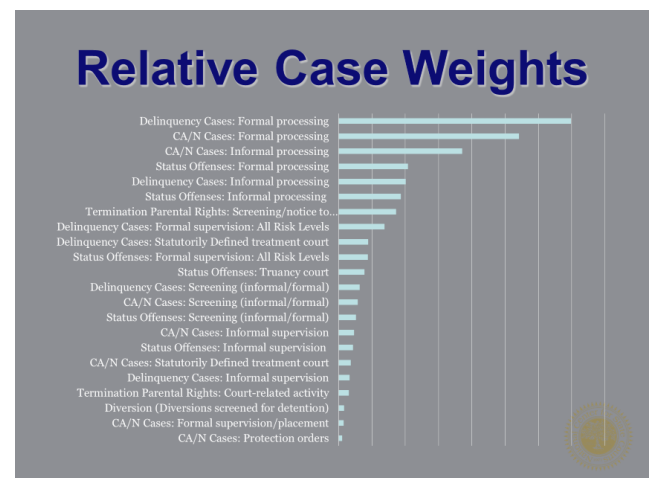
Across the focus group sessions, and based on survey feedback, the NCSC team accumulated a variety of comments on each of the main topics of interest; however, several themes also emerged. The next section presents themes that arose from the focus group discussions and survey findings.

## Focus Group and Focus Group Survey Themes

### Relative Workload Values and Non-Case-Related Activities

Focus group participants were asked to review the initial workload values, in graphic form (shown in Figure 10 below), ranging from the longest to shortest average case management/processing times. No numbers were presented, rather, participants were asked to comment on the length of the graph's bars in relationship to one another. With one exception, focus group participants thought the case management/processing times appeared to be relatively consistent with their experience.

Figure 10: Relative Workload Values



<sup>19</sup> Due to the impact of national stay at home orders during the COVID-19 pandemic, in-person focus groups were replaced with virtual sessions.

*Child Abuse and Neglect (CA/N) Cases.* In nearly every focus group session, participants indicated they spend a lot more time on both formal and informal CA/N cases than is indicated by the graphic representation. In fact, many participants reported spending the majority of their time on CA/N cases, accounting for both volume and the amount of time spent on an individual case. This feedback applied to both formal and informal CA/N cases, both in terms of processing and supervision. Perhaps one explanation that accounts for higher workload values for formal compared to informal CA/N case supervision has to do with time spent in court on the formal cases. Further, participants indicated that, for CA/N cases, they have to abide by the standards on all cases, and a lot of time is spent filing petitions, moving kids to safe living arrangements and documenting case-related activity. Several participants also indicated that CA/N cases frequently take more time because juvenile officers take on the work that is not being done by Children's Division staff. Juvenile officers often are required to track down lacking information, such as documenting evidence of abuse, locating absent parents and other such information. While the formal supervision initial workload

value falls near the bottom of case processing time requirements on the graph, most participants indicated the workload value would more appropriately be placed in the top third.

*Delinquency Formal/Informal Cases.* Many focus group participants reported there is very little difference in the amount of time spent on formal and informal delinquency cases. Participants indicated they provide a lot of services for delinquents on informal supervision as well as on formal supervision. The primary difference between formal and informal cases is in the initial processing where a social summary is provided for formal cases; otherwise, many argued, the time spent on delinquency cases is comparable. One participant reported that they actually spend *more* time on informal cases compared to formal in an effort to keep youth from being placed into the formal system. One participant noted that a possible explanation for higher workload values on delinquency cases is that a lot of time is frequently required to track down information from law enforcement agencies to make a determination about whether and how to process them; this work is both time-consuming, as it often requires multiple

phone calls, and it can also result in delays in case processing time.

*Status Offenses.* Several focus group participants stated that they spend a lot of time on status offense cases, especially in terms of communicating with parents on a regular basis. As with all case status categories, the time spent on these cases can and does vary, but participants reported that it would not be unusual to spend the same amount of time on status offenses as they do with delinquency cases. In fact, some participants argued that the status offense cases sometimes require more time than delinquency cases, especially in rural areas.

*Diversion.* Several participants indicated surprise at the relatively small amount of time associated with diversion cases. Some participants stated that they spend a lot of time on diversion cases, both in terms of prevention (in the form of training and other presentations) as well as providing direct services to youth on diversion. It is important to note here that the prevention portion of diversion work was coded as non-case-related work, under community activities and/or other non-case-related work.

*Non-Case-Related Time.* The work time study indicates that juvenile officers spend an average of just over one and a half hours per day (102 minutes)<sup>20</sup> on non-case-related activities, such as engaging in general research, committee work, administrative tasks and community-related activities, such as public speaking, which includes presentations at schools or to law enforcement on diversion-related work. When asked, nearly all participants agreed that this seems accurate, if not low. Further probes on this time category indicated that most people feel they do not have time to engage in the non-case-related work, especially educational activities, since this is the one type of work that juvenile officers can set aside when responding to the frequent emergencies they must respond to.

*Work-Related Travel.* Daily travel time for juvenile officers represents an important and essential component of juvenile officer work. Officers are expected to meet with youth in schools or at their homes. Additionally, they meet with treatment providers, law enforcement agencies, go to court and, often, must transport youth to juvenile detention and treatment facilities.

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<sup>20</sup> All workload values and the non-case-related time represent values for JO I, II and III positions only.

Chiefs and Deputy Chiefs were removed from the analysis.

The average daily travel time per juvenile officer is just under 25 minutes per day; however, there is tremendous variation across the circuits, with the 15<sup>th</sup> circuit showing 5.69 minutes of travel per day per juvenile officer and the 39<sup>th</sup> showing an average of nearly 58 minutes per day per juvenile officer. Respondents had mixed views on whether the circuit-specific averages reflected an accurate picture for their respective circuits. Many focus group participants indicated that, since the work time study occurred in January and February, travel times are likely lower than compared to a similar four-week period during spring, summer or fall months.

### **Data Collection Period**

Focus group participants were asked whether they felt the data collection period (January 20 through February 14, 2020) represented an accurate picture of their work. In some circuits, participants indicated that delinquency and status cases are lower at the beginning of the year; likewise, child abuse and neglect cases tend to be higher in the summer months compared to the winter months. Also, many participants reported that travel (home visits and other travel) tend to be lower during the winter months than

during the less weather-impacted months of the year. Given the ebb and flow of work from week to week and month to month; however, there was no overwhelming argument to indicate that the time study period did not accurately reflect the time spent on individual cases.

### **Anything Not Captured?**

Focus group participants were asked whether they were able to capture all the work they did. A few participants indicated that it is likely that after-hours and weekend calls likely did not get recorded on a regular basis, while others clearly did record this time. In the 25<sup>th</sup>, 33<sup>rd</sup>, and 37<sup>th</sup> circuits, contract worker time was not captured. These contract employees engage in tracking services and on-call weekend duty as well as support for truancy cases. It was estimated that as much as 60 to 80 hours per month in each of these circuits was not captured in the work time study.

### **Adequate Time**

Focus group participants were asked whether they feel they have adequate time to do all of the expected aspects of their jobs completely and to their satisfaction. Nearly all participants indicated they do not have



enough time to do everything that is expected of them. The following comment sums up the general consensus, which describes the unpredictable nature of the work of juvenile officers: “I feel that some days we have enough time, other days we don’t. It varies by the day and what comes in. It’s hard to say what a typical workday is because they vary so much. We definitely have to prioritize the work, especially when we are short-staffed.” Focus group participants stressed the need to triage and prioritize their work on a daily basis, often noting that the initial plans for a day often do not get attended to, because an emergency or two dictate the need to change plans.

Frequently, focus group participants cited the fact that a shortage of dedicated attorneys and support staff increases the workload burden on juvenile officers. Limited attorney time requires juvenile officers to review material and prepare the attorney by developing referral documents, screening cases, and developing court documents. One participant provided the following explanation: “As a Chief Deputy Juvenile Officer, I carry a full caseload in [my] Circuit. In carrying a full caseload, I don’t have the time to spend completing the tasks of a Chief Deputy Juvenile Officer as set forth in the

Juvenile Officer Standards. All of our officers type all of their own court documents except Termination of Parental Rights Petitions and TPR Orders which our attorney does. Court preparation takes up a major portion of our time every day. Please take into consideration how it really works out here in the field. A lot of the time we feel like we are barely keeping our heads above the water, so to speak, and definitely know that we are not able to supervise like we need to be due to carrying a full caseload.”

The focus groups provided helpful information to further explain, and/or question the results of the work time study. These issues should be reviewed and discussed by the workload advisory committee regarding what, if any, adjustments should be made to account for the concerns identified.

## Qualitative Adjustments

The Work Group discussed the AOT and focus group findings at great length. The committee members found the results of both of the qualitative data gathering reports to be compelling regarding time constraints and other impediments, however, felt, with one exception, there was no need to adjust

workload values. The one adjustment that was made was for diversion cases. In the 2013 study, study participants recorded all time associated with diversion activities, including making presentations to school groups, law enforcement groups and others, in the time category for this case status type. In 2013, that resulted in a workload value of over five hours per youth on diversion status, which many thought was too high. For the present study, participants were instructed to record all diversion-related presentations in the non-case-related category. This change resulted in a significantly-reduced workload value of 31.32 minutes. The Work Group made the decision to move the time recorded under the category of “community activities, speaking engagements, public speaking” into the diversion category, thus increasing that workload value to 53.27 minutes per youth on diversion status.

Work Group members believe the workload values appear to be correct and show the time expenditure by case status types that would be expected – generally in rank order of risk level. Work Group members believe that if the JO staffing levels are brought up to the recommended levels, based on need that the staff could effectively manage the youth under their jurisdiction.

The final workload values are presented in Figure 11.

**Figure 11: Missouri Final Juvenile Officer Workload Values**

<b>Case Status Type</b>	<b>Final Workload Values (monthly in minutes)</b>
<b>Diversion</b>	
Diversion screened for detention	53.27
<b>Status Offenses</b>	
Screening (informal/formal)	103.63
Informal processing	376.80
Formal processing	420.04
Truancy court	154.16
Formal supervision: All Risk Levels	173.72
Informal supervision	85.15
<b>Delinquency (Law) Cases</b>	
Screening (informal/formal)	126.89
Informal processing	403.20
Informal supervision	65.29
Formal processing	1,396.77
Formal supervision: All Risk Levels	274.74
Treatment (drug, other) court	176.35
<b>Child &amp; Family Welfare (CA/N) Cases</b>	
Screening (informal/formal)	115.25
Informal processing	745.18
Formal processing	1,087.93
Formal supervision/placement	30.61
Protection orders	21.80
Treatment court	72.76
Informal supervision	93.83
<b>Termination of Parental Rights Cases</b>	
Screening & court activity	111.09

## VI. Juvenile Officer Workload Calculation and Resource Needs

NCSC staff completed the development of a weighted workload model for determining the need for juvenile officers once the committee reviewed and agreed upon the **four critical components of the weighted workload model**:

- (1) The *average* annual available time juvenile officers have to do **case-related** work (75,671 minutes per year; see Figure 4),
- (2) The average annual time spent on **non-case-related** work activities (21,926 minutes per year; see Figure 4)<sup>21</sup>,
- (3) The **workload values** for all 21 case status types (see Figure 11), and
- (4) The **AMP for ongoing cases and the number of new cases for those non-recurring case status types** that entered the juvenile probation for each of the 21 case status categories (see Figure 6).

Figure 12 displays the steps taken to compute the need for juvenile officers.

**Figure 12: Calculation Steps for Determining the Need for Juvenile Officers**

<b>Step 1</b>	<b>For Each Case Status Type:</b> Workload value X AMP (or new cases) = workload
<b>Step 2</b>	<b>For Each Case Status Type:</b> Sum individual case status types to obtain the total workload for each circuit (total number of minutes of work expected)
<b>Step 3</b>	<b>For Each Circuit:</b> Divide the total workload by the juvenile officer year value (case-related minutes) to obtain juvenile officer resource needs
<b>Step 4</b>	<b>For Each Circuit:</b> Subtract the non-case-related and work-related travel time from the annual work time availability.

### Determining the Need for Juvenile Officers

As previously noted, the Work Group expressed confidence in the workload values for each of the 21 case status types because the values were consistent with expectations. There was a concern; however, expressed by most of the Work Group members that allocating FTE based on case numbers may not be accurate, given that probation is the gatekeeper of cases, and these numbers could be manipulated by increasing or decreasing the number of referrals accepted.

<sup>21</sup> The 21,926 minutes of non-case-related time per year does **not** include **travel time** per day, which **varies by circuit**. In the detailed model shown in Appendix D, the **circuit-specific average travel minutes** per juvenile

officer is added to the 21,926 minutes to determine the total average minutes of non-case-related work time for each circuit.

Four model options were discussed with the Work Group:

- 1) *Allocate staff based on NCSC's traditional model.* This method multiplies the number of cases in each case status category by the workload value for each case status type. The sum of those calculations results in the number of expected minutes of work for each circuit (annual workload). The annual workload is then divided by the average available time for case-related work (see Figure 4). This results in the total number of JOs needed in each circuit and is based solely on workload values and average number of cases.
- 2) *Allocate staff based on statewide proportion of youth aged 5-17 in each circuit.* This method begins with the number of JO FTE needed based on the traditional model (260.8), then allocates the JOs based on the proportion of youth in each circuit. **This is the model that was ultimately accepted by the Work Group, and is the model that is presented, in full, in Appendix D.**
- 3) *Allocate staff based on statewide proportion of youth aged 5-17 in each circuit and the poverty rate in each circuit.* This method is similar to that described

above, but allocates JOs by applying 80% of the total FTE need (260.8) according to the percent of the total statewide population that resides in the circuit and then allocating 20% of the FTE need according to the percent of the total statewide youth in poverty that resides in the circuit.

- 4) *Average the three models.* This model simply averages the staffing needs in the previous three options.

After discussing alternatives for allocating juvenile officer positions among the circuits, the Work Group agreed to recommend that OSCA adopt the model that uses the NCSC traditional model to determine the number of JOs needed statewide, and then allocates those positions based on the proportion of youth (aged 5-17) in each circuit (the second model option described above).

Overall, the Work Group believes this hybrid model, which indicates a need for 260.8 JOs statewide, accurately reflects the statewide need for JOs and more accurately allocates those JO positions among the circuits. Therefore, *the Work Group recommends that OSCA adopt this hybrid model for determining the need for JO positions and allocating those positions*

among the circuits. The 260.8 JO positions needed are **48.3 positions more than are currently allocated** statewide.<sup>22</sup>

**Figure 13: Weighted Workload Model for State-Paid Juvenile Officers – Four Options**

Circuit	Total JOs Needed per Circuit: Traditional Model (n=260.8)	Total JOs Needed per Circuit: Allocated using Population (n=260.8)	Total JOs Needed per Circuit: Pop/Poverty Rates Traditional Model (n=260.8)	Average of 3 Models
1	3.7	1.8	1.8	2.4
2	4.6	3.4	3.6	3.9
3	4.9	2.7	2.7	3.4
4	4.5	3.2	3.3	3.7
5	10.7	10.3	10.2	10.4
8	2.0	3.2	3.0	2.7
9	3.1	2.6	2.6	2.7
10	4.7	4.7	4.7	4.7
12	5.9	7.2	7.1	6.7
13	16.9	19.6	19.8	18.8
14	6.3	3.3	3.3	4.3
15	3.1	5.6	5.4	4.7
17	14.2	16.1	15.0	15.1
18	4.4	6.2	6.3	5.6
20	8.5	13.2	12.2	11.3
24	12.4	11.7	12.1	12.1
25	17.0	12.0	12.4	13.8
26	8.0	13.7	13.6	11.7
27	6.3	4.6	4.6	5.2
28	5.9	5.5	5.7	5.7
30	6.9	11.7	11.4	10.0
32	11.6	10.4	10.2	10.8
33	9.7	5.3	5.7	6.9
34	8.1	3.5	3.9	5.2
35	9.6	6.1	6.5	7.4
36	7.3	5.7	6.1	6.4
37	5.8	6.6	7.2	6.6
38	5.9	9.8	9.0	8.2
39	7.2	10.2	10.3	9.2
40	11.5	8.6	8.6	9.6
41	3.9	2.2	2.2	2.7
42	5.5	6.7	7.0	6.4
43	4.1	6.3	6.2	5.5
44	4.7	4.1	4.4	4.4
45	5.8	8.1	7.7	7.2
46	6.0	5.1	5.1	5.4
<b>Total</b>	<b>260.8</b>	<b>260.8</b>	<b>260.8</b>	<b>260.8</b>

<sup>22</sup> It is important to note that the JO FTE count only includes JO I, II and III positions, including grant-paid staff serving in a case management capacity, including supervision and related tasks. This count excludes

attorneys, administrative support personnel and program staff not providing supervision or tracking services.

## **VII. Keeping the Workload Assessment Model Current and Future Use of the Model**

The Office of State Courts Administrator should update the model each year with the AMP from the most recent year. This will ensure that the model is as accurate and timely as possible for the next year.

In the absence of any significant changes in case management, organizational structure or legislation in the Missouri juvenile court system, the workload values developed during the course of this study should be accurate for five to seven years. However, periodic updating is necessary to ensure that the workload values continue to represent the juvenile workload accurately. Increased efficiencies, statutory or procedural changes, changes in case counting practices or the implementation of various case management initiatives over time may result in significant changes in case

processing. If any of these occur, OSCA will need to update the workload values by conducting a new work time study.

## **VIII. Recommendations**

The NCSC offers the following recommendations.

1. OSCA should update the weighted workload model annually, using the average number of cases for each of the 21 case status types during the most recent calendar year.
2. OSCA should update the workload values in this weighted caseload model every five to seven years by conducting a statewide study of the work-time of JOs. This is the only way to ensure the workload values accurately reflect the nature and complexity of the workload and evolving practices and juvenile court technology across the state.

## **Appendices**

## Appendix A: Missouri Juvenile Officer Weighted Workload Study Case Status Types and Activities

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### CASE TYPE: Diversion

All activities will be captured under the *Diversion* category. This information is not currently captured by JIS. As a result, if referrals are successfully reduced, the possibility exists for a specious reduction in the need for additional FTE.

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### CASE TYPE: Status (JX) & Law (JY)

#### ACTIVITIES:

##### Screening

Determining legal sufficiency of a status/law referral within 30 days of receipt [Standard].

Includes investigations

Detention screening as needed.

Automated case documentation [JIS & other].

##### Informal Processing

Notice to parties.

Informal adjustment conference w/ parent, or counsel and warn, with all associated assessments

Develop and explain informal adjustment agreement. Copies as required.

Disposition within 30 days of finding of sufficiency [Standard]. May include supervision and other sanctions, and/or services only.

Automated case documentation and data integrity [JIS & Cognos].

##### Informal Supervision

Minimum of one face-to-face contact per month for duration of supervision, normally 6 mos.; extendable to 1 yr. [Standard].

Courtesy supervision.

Collateral contacts as needed.

Provide or facilitate services.

Violations.

Progress reports.

Automated case documentation and data integrity [JIS & Cognos]

##### Formal Processing

Assignment and monitoring of alternative to detention programming.

Notice to parties.

Pre-hearing conference.

Risk and needs assessments.

Prepare petition.

Prepare social summary with dispositional recommendations based on assessments and other information.

Adjudication and dispositional hearings.

Automated case documentation and data integrity [JIS & Cognos].

##### Formal Supervision

Low supervision = one contact per mo w/parent and collaterals as needed [Standard].

Moderate supervision = two contacts per mo; one w/parent and collaterals as needed [Standard].

Low supervision = four contacts per mo; one w/parent and collaterals as needed [Standard].

Intensive [no current standard].

Hearings and collateral contacts as needed.

Provide or facilitate services.

Progress reports.

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Automated case documentation and data integrity [JIS & Cognos].

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**CASE TYPE: Child & Family Welfare**

**ACTIVITIES:**

**Screening**

Determining legal sufficiency of a CA/N referral within 30 days of receipt [Standard].  
Includes investigations  
Automated case documentation and data integrity [JIS & Cognos].

**Informal Processing**

Notice to parties.  
Informal adjustment conference w/ parent, or counsel and warn.  
Develop and explain informal adjustment agreement.  
Disposition within 30 days of finding of sufficiency. May include supervision and/or services only [Standard].  
Automated case documentation and data integrity [JIS & Cognos].

**Informal Supervision**

Minimum of one face-to-face contact per month for duration of supervision, normally 6 mos.; extendable to 1 yr. [Standard].  
Courtesy supervision.  
Collateral contacts as needed.  
Provide or facilitate services.  
Progress reports.  
Automated case documentation and data integrity [JIS & Cognos].

**Formal Processing**

Prepare protective custody documentation.  
Prepare petition.  
Notice to parties.  
Family support team meetings.  
Protective custody hearing.  
Prepare social summary with dispositional recommendations based on assessments and other information.  
Adjudication and dispositional hearings.  
Automated case documentation and data integrity [JIS & Cognos]

**Formal Supervision/ Placement**

Milestone hearings as needed  
Collateral contacts as needed  
Monthly family support team meetings  
Provide or facilitate services  
Progress reports.  
Monitor placement.  
Automated case documentation and data integrity [JIS & Cognos].

**Protection Orders**

Complete court ordered protection assessments pertaining to child protection order, guardianship, placement, adult protection order, or dissolution with children.  
Automated case documentation and data integrity [JIS & Cognos].

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**CASE TYPE: Termination of Parental Rights**

All case related activities associated with TPR cases

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\*For "case status categories" 1 - 5, the "case activity type" must be the one immediately to the right of the case status category.

## Appendix B: Missouri Juvenile Officer Weighted Workload Study Non-Case-Related Activities

<b>Education and training</b>	Includes continuing education and professional development training and out-of-state education programs permitted by the state
<b>General research/ keeping current</b>	Includes general subject matter research and keeping current on new developments, best practices/ evidence-based practices.
<b>Community activities, Speaking engagements, public speaking</b>	Includes time spent on community and civic activities in your role as a JPO, e.g., speaking at a local school function, attendance at rotary functions, etc.
<b>Committee/work related meetings</b>	Includes all committee meeting time (local, county, state or other and any committee-related work. <i>Travel to and from committee meetings is recorded as travel time.</i>
<b>Work related travel</b>	Includes all work-related travel except your normal commuting time to and from your normal assignment
<b>Non-case-related administration</b>	General email, telephone, mail correspondence
<b>PTO (paid time off)</b>	Includes vacation and any non-recognized holiday/military leave time
<b>Time study project</b>	Includes all time associated with recording time for the time study
<b>Other non-case-related work</b>	Includes all other work-related, but non-case-related tasks that do not fit in the above categories

### Appendix C: Adequacy of Time Survey Findings

In which location do you work?		
1st Circuit	2	.9%
2nd Circuit	4	1.7%
3rd Circuit	5	2.1%
4th Circuit	4	1.7%
5th Circuit	13	5.6%
8th Circuit	3	1.3%
9th Circuit	4	1.7%
10th Circuit	1	.4%
12th Circuit	8	3.4%
13th Circuit	16	6.8%
14th Circuit	5	2.1%
15th Circuit	2	.9%
17th Circuit	15	6.4%
18th Circuit	6	2.6%
20th Circuit	7	3.0%
24th Circuit	10	4.3%
25th Circuit	10	4.3%
26th Circuit	6	2.6%
27th Circuit	5	2.1%
28th Circuit	7	3.0%
30th Circuit	8	3.4%
32nd Circuit	14	6.0%
33rd Circuit	9	3.8%
34th Circuit	8	3.4%
35th Circuit	8	3.4%
36th Circuit	7	3.0%
37th Circuit	9	3.8%
38th Circuit	2	.9%
39th Circuit	8	3.4%
40th Circuit	5	2.1%
41st Circuit	2	.9%
42nd Circuit	6	2.6%
43rd Circuit	4	1.7%
44th Circuit	4	1.7%
45th Circuit	4	1.7%
46th Circuit	3	1.3%
<b>Total</b>	<b>234</b>	<b>100.0%</b>

How many years have you worked for the Missouri Courts?		
Less than one year	12	5.1%
1-3 years	59	25.2%
4-5 years	31	13.2%
6-10 years	38	16.2%
11-15 years	30	12.8%
16+ years	64	27.4%
<b>Total</b>	<b>234</b>	<b>100.0%</b>

During the course of a normal work week or month, to what extent do you have sufficient time to perform the following types of work in a timely and high-quality manner to your satisfaction?

Case Types	5 Almost Always	4 Often	3 Sometimes	2 Rarely	1 Almost Never	N/A I do not work on these cases	Average Score
<b>Diversion</b>							
Diversion (only those screened for detention)	20	55	51	18	7	83	3.42
<b>Status Offense Activities</b>							
Screening (informal/formal)	31	69	67	19	5	43	3.53
Informal Processing	33	72	66	21	4	38	3.56
Formal Processing	29	71	66	17	6	45	3.53
Informal Supervision	23	55	56	28	7	65	3.35
Formal Supervision: Low Risk	22	56	55	18	8	75	3.42
Formal Supervision: Moderate Risk	17	56	63	14	9	75	3.36
Formal Supervision: High Risk	16	59	58	19	8	74	3.35
<b>Truancy Court</b>	<b>8</b>	<b>19</b>	<b>26</b>	<b>14</b>	<b>8</b>	<b>159</b>	<b>3.07</b>
<b>Delinquency (Law) Cases Activities</b>							
Screening (informal/formal)	28	67	68	20	5	46	3.49
Informal Processing	29	72	76	16	5	36	3.53
Formal Processing	23	72	74	15	6	44	3.48
Informal Supervision	23	52	75	13	8	63	3.40
Formal Supervision: Low Risk	23	54	66	12	9	70	3.43
Formal Supervision: Moderate Risk	16	63	65	11	9	70	3.40
Formal Supervision: High Risk	14	57	66	17	10	70	3.29
Statutorily Defined Treatment Court	6	19	31	5	11	162	3.06
<b>Child &amp; Family Welfare Activities</b>							
Screening (informal/formal)	37	61	57	15	12	52	3.53
Informal Processing	27	66	63	12	10	56	3.49
Formal Processing	30	71	54	18	8	53	3.54

Informal Supervision	16	49	54	18	15	82	3.22
Formal Supervision/Placement	24	61	45	23	10	71	3.40
Protection Order	19	36	41	21	17	100	3.14
<b>Statutorily Defined Treatment Court</b>	<b>8</b>	<b>20</b>	<b>25</b>	<b>10</b>	<b>13</b>	<b>158</b>	<b>3.00</b>
<b>TPR Activities</b>							
Screening/Notice to Parties/Process Serving	19	38	49	28	9	91	3.21
Court-Related Activity	33	59	55	18	8	61	3.53

Please check up to TWO impediments to keeping up with your expected case related work:		
Activities	Number of Respondents	% of Respondents
<b>Inadequate staffing/budget to meet workload demands</b>	<b>96</b>	<b>41%</b>
Unrealistic expectations/requirements	34	15%
Technological difficulties (e.g., email system issues; online screening tool problems, etc.)	7	3%
Other agencies that are slow in providing necessary information	80	34%
<b>Unpredictable nature of the job; dealing with emergency/crisis situations.</b>	<b>110</b>	<b>47%</b>
Lack of client/family cooperation/compliance (no shows, cancelled appointments, etc.)	57	24%
Rescheduling and delaying court hearings complicate scheduling of work time	7	3%
Challenges in coordinating efforts among multiple agencies and meeting their standards. (8)	27	12%
<b>NA - I do not need additional time</b>	<b>16</b>	<b>7%</b>

During the course of a normal work week or month, to what extent do you have sufficient time to perform the following types of NON-case-related work in a timely and high-quality manner?							
	5 Almost Always	4 Often	3 Sometimes	2 Rarely	1 Almost Never	N/A I do not do these activities	Average Score
Sorted by average score							
Chief/Deputy Chief JO Activities	15	19	33	16	4	147	3.29
<b>Education and training</b>	<b>16</b>	<b>24</b>	<b>93</b>	<b>71</b>	<b>19</b>	<b>11</b>	<b>2.76</b>
<b>General research/keeping current (3)</b>	<b>15</b>	<b>37</b>	<b>78</b>	<b>64</b>	<b>27</b>	<b>13</b>	<b>2.77</b>
<b>Community activities, speaking engagements, public speaking</b>	<b>7</b>	<b>19</b>	<b>67</b>	<b>60</b>	<b>36</b>	<b>45</b>	<b>2.48</b>
<b>Committee/work related meetings</b>	<b>14</b>	<b>51</b>	<b>84</b>	<b>41</b>	<b>20</b>	<b>24</b>	<b>2.99</b>
Non-case related administration	20	55	84	35	13	27	3.16

Please provide any additional information regarding issues that impact your ability to complete your work in a high-quality manner to your satisfaction (all comments are presented as written by the respondent):

The comments below have not been edited; they are the original comments made by survey respondents.

- 1 I am the only person here most days. I feel that I either need a full-time secretary or another JO.
- 2 On a day to day basis, **this job is very unpredictable**. From phone calls, to walk-ins to getting called to various situations. That impacts exactly what gets done throughout the day, how quickly it is handled and how far behind in work that one can become. There are many standards in place as to how our job is performed and there are also time standards that dictate how quickly things need to be done. I would like to believe that we all strive to do the best we can to meet all the standards and expectations set forth as Juvenile Officers, however, it can get very tricky at times given the limited number of staff that we have, financial resources, and just basic time we have to get it all done. The state doesn't want us to have too much overtime, yet some days it is needed to simply stay caught up, because there is more work than there are DJOs.
- 3 **I feel that the inadequate staffing would resolve more issues than anything else**. It is not our circuits fault that we are only able to staff a certain number of DJOs. I feel that it is a disservice to our area. We have tried multiple ways of handling the case loads and nothing seems to fix the issues. If we received at least one or maybe two more positions then we could offer good quality of work to the families that we work with even though we could use a lot more positions. Stress of the job gets to each DJO whether want to admit it or not. When you are slammed with cases and deadlines on a revolving door it is not doing anything but hurting the employees and families.
- 4 The **significant amount of travel time** across the circuit directly impacts the time available to complete work.
- 5 I am not a CDJO nor a CJO however those things that were checked above are of concern to me and have participated in those that I have checked but would like to do more of those things but time is an issue.
- 6 constant arguments with the **Children's Division** that requires research of both JO policies / Statutes as well as CD policy / statutes.
- 7 There are many challenges associated in coordinating efforts with **Children's Division**. FST meetings, court preparation, getting services initiated for families and children
- 8 I picked sometimes for my answers due to the **nature of my job**. I deal with emergency situations often, which affects what I can get done at times.
- 9 Because of their talent and dedication, DJOs can complete assigned work in a reasonable and professional manner. STILL, the system is **inefficient because there is little to no time to ever adjust or change**. Policies and philosophies remain stagnant while court officers chase minor school and community matters in the name of political expedience. The community loses with this stalemate.
- 10 **I often do not take lunch, and very rarely get time to use the restroom, because I am working all the time**. I have a heavy case load and I require (of myself) that I be up to speed on my cases and that I try to work on things as they come across. Asking someone else to help with my case load doesn't really feel like an option to me, because I have doubts in their ability to do the work/effort that they would put into the job.
- 11 I prioritize my time with children and court being the most important. **Unfortunately that does not always allow for education/training and research**. I work extra time to make sure children and families are safe. No matter what, I make sure that cases are prepared for Court hearings.
- 12 I am CJO that carries a caseload. **CJO activities always take a back burner to cases. Child welfare cases take much more time than I think anyone gives them credit for and that is the case load we work with the most**. I know it is different in different circuits, but the expectations are much higher in this circuit for JO involvement with those cases. Personnel issues and the like always come last with regards to the work I do and the expectations of my position.

- 13 Booking keeping for all cases is time consuming. Keeping good notes on supervision of status as well as delinquency takes time. **There can be a lot of paperwork involved in the supervision of a case. I find a lot of time is spent in book keeping or processing that could be spent with the juveniles and families.**
- 14 **We need additional staff** so the required work can be completed effectively.
- 15 Poor parenting presents a concern/issue when supervising cases.
- 16 Due to the high number of Delinquent Formal/Informal as well as CA/N cases and referrals there is very **little time for us to do necessary data entry** for our cases because we have so many kids on our case loads.
- 17 inconsistency in mandates, **The delinquency system is based on quantity of workload not specific qualities of success.** Therefore sometimes it creates an avenue treat similar cases differently. Abuse/Neglect emphasis family reunification but the red tape and fear of making a wrong decision keeps everything going through the judicial process and separation of families.
- 18 **Our workloads are very heavy. We do not have enough time to properly supervise any of our cases, no matter how severe they are.** I carry over 90 cases right now, and am able to do the bare minimum as far as supervision goes. I rarely go to trainings, and I rarely ever have time to get out of the office to make contacts with schools, police, parents, and kids. The computer and paperwork required for this job makes it almost impossible to perform this job to a standard that I feel satisfied with. This has begun to happen more and more often and has affected me more negatively since I started as a Deputy Juvenile Officer in January 2015. We are able to do less to help people, less investigations, less services, and less interactions with the public and clients, due to more and more paperwork, time in court, and time in meetings.
- 19 **Small counties have to cover for each other, if JO in Dallas on vacation for a week, I am doing my job and covering that county.** Transportation issues-to cover Webster I have to drive an hour for court hearings, etc. We end up having to work after hours due to other agencies not being timely and/or the event occurs at night.
- 20 **Basically, it comes down to a lot more work required than can be done in a 40 hour work week, so the CJO works 50 to 60 hours per week, and still can't keep up with the work.** CJO is also maxed out on annual leave so has to use it or lose; therefore, takes works from home on the mandatory vacations days, two days per month. Some DJOs are also working evenings and some weekends in order to stay somewhat caught up with their work, (and a few have been caught doing this without submitting the Overtime Slip, because they feel taking compensatory time off will only put them further behind with their work. Other DJOs just refuse to work more than 40 hours, unless they are on call, and are not concerned about data that can not be entered during the workday, and just wait for the exception reports to come in from OSCA or the CJO before they will attempt to correct the data. The morale is the lowest I have seen in a decade, due to lack of appropriate compensation, which requires some of the staff, as well as the CJO, to hold part time jobs to make ends meet. Also, workload demands have increased with no sign of additional staff anticipated, so current DJOs are nearing burnout, and a couple are actively seeking other employment; which will make things worse for the remaining DJOs. The pending Raise the Age to 18 years old is of high concern for the DJOs who don't feel that they can presently provided the quality of services that they want to provide due to a high case loads, and the DJOs worry about the future of the Juvenile Office meeting the extra demand of serving 18 year old youth.
- 21 I have a clerical position but travel throughout the circuit of five counties to perform paperwork that JOs do themselves. **There is a lot of paperwork and e-filing to do.**
- 22 **I don't feel that I have adequate time to perform all of the tasks required of me on a day-to-day basis.** I prioritize high profile/emergency cases as well as Court cases, but due to the work load of that, as well as my other duties, there are some aspects that are a real struggle to complete.

- 23 **We have gone from 4 administrative assistants to 2 in our circuit (of 3 counties).** We used to be able to help the Juvenile Officers with more of their case work, such as docket entries, case disposition or inputting risk & needs, but now need to focus on our own responsibilities.
  
- 24 **Spending too much time at the computer instead of with my families**
- 25 Most families lack transportation to attend informal adjustment conferences and supervision visits at the Juvenile Office. This requires the DJO to travel to the respective communities in the county and thereby decreases availability due to limited cellular coverage. **Travel time hinders timely entry of data and limits overall productivity.**
- 26 **Due to lack of resources and communication break downs it is hard to sufficiently serve the communities.** Office staff and the demographics of our circuit make it very hard to cover.
- 27 **We do not have adequate staff to fulfill the needs of the CA/N caseload;** therefore, I often have to perform case management activities. Additionally, the agencies we work with are understaffed and are staffed with case managers who are sub-par, which puts more work on us.
  
- 28 **Dealing with on call can be a huge strain because of the unpredictable hours we may obtain.** Having to flex off interfere with work production as we may be subjected to miss a meeting, court appearance, or something work related. I believe the extra task we have to do before court plays a role as well. Example: We have to complete a progress report every three months after a kid is adjudicated but we also have to conduct a social investigation before every dispositional hearing as well as. Progress report and social summary are pretty much the same thing, so I am unsure of the importance of the social summary. I am a delinquency Juvenile Officer but our abuse and neglect officers really need the extra assistance. More and more families are being brought into care, meaning their caseloads are getting higher and higher. They are severely overworked without the pay and support to go with it.
- 29 Our office is applying the newly devised standards now. The increased workload in order to maintain the standards and actually provide supervision for my delinquency/status clients will be minimized greatly. The shift, on paper, appears to be positive. Reality, the clients being supervised are simply becoming a number. This is not what this job should be and/or become. **Simply stated, this is a numbers game as apparent by studies such as this, experienced cutbacks, and standards that are not practical.**
- 30 **1. Unpredictable part of the job / emergency situations** 2. Other agencies taking too long to get us necessary information
- 31 **I spend an inordinate amount of time each week reviewing progress reports, legal pleadings, and other things that are filed with the court each week.** This prevents me from doing other administrative work such as personnel evaluations, budget, and policy revisions.
  
- 32 Delays in receiving medical records from hospitals needed for trials
- 33 **We have done this same survey around 5 years ago and nothing come about it. We are required to have a degree and get paid less than most employees that work for the State of Missouri or other States. There is no incentive too work harder and no steps for advancement. I believe this new survey is a waste of tax payers money.**
- 34 **A lot of time is used driving to a different county for court.** It's 40+ minutes one direction. Then to have to sit and wait in court for 1-2 cases and sitting there waiting 3-4 hours + to have your cases heard is not the best use of time. There is no where to work while waiting even if you wanted to bring work to work on. Our county also has to do all of our own paper service which sometime can take a day to a day and a half a week if there is a large adj/disp or TPR approaching with many parties to be served.
- 35 I cover two out of the five counties in our circuit. I handle all incoming referrals, processing the referrals, data entry, phone calls, emails, court preparation, and family support team meetings. I handle the status, abuse and neglect, delinquency, and TPR cases. I supervise the kids placed on probation informal and formal. I do everything for these two counties regarding the juvenile office. **My biggest hurdle in doing my job correctly is inadequate staff to meet the needs of these counties.** I put in a lot of extra time, that I am not paid for, to ensure that things are completed by deadline.



- 36 **As the Chief Deputy of a circuit I also carry a full caseload. My ability to maintain Chief Deputy activities is virtually impossible with the workload and new standards placed on Juvenile Officers.**
- 37 I feel that, in general, I am able to complete my work in a timely and high-quality manner, but I am very limited in the cases I work. I only deal with status and delinquency matters with juveniles 14 years of age and younger. I often observe that my co-workers are extremely busy attending FSTs.
- 38 I do more on Child Abuse and Neglect cases than I do delinquent cases and I feel like it takes away from that part of my job. I do CA/N, delinquent, status, truancy, child order of protections, formal and informal cases. It's too much to do all at once. It would be more effective if I only had one type of caseload to focus on instead of all these multiple different areas. My JIS and notes fall behind because there is always a problem with CA/N cases that has to be dealt with and my other duties fall behind.
- 39 **If I had another staff member to help monitor staff,** I would have more time to do the Chief Juvenile Officer.
- 40 **I think due to a lack of basic training the majority of the initial DJO training falls on our office. This leads to a lot of questions from new DJO's that can be time consuming. I recommend an OSCA Training on Intake, IAC's, Interviews, etc.**
- 41 Being on a weekly on call rotation for over twenty-five years and still on a on call rotation as Chief Deputy and Chief JO.
- 42 **Mainly the amount of paperwork.** I am spending so much time doing paperwork that I do not have the adequate time I would feel would be good to make a difference in a kids life.
- 43 **Probably the biggest impediment at this point would be slow receipt of police reports--**we often get them all at once, weeks or months after the event, which makes them extremely difficult to deal with effectively.
- 44 covering for co-workers, working in 2 different counties, **not enough staff coverage But I do my best to do it all**
- 45 Timeliness of receiving the CD request for Custody.
- 46 There is no possible way for me to do any part of my job adequately. There are 2 officers in the busiest county in our circuit, one of which is the Chief Juvenile Officer. He should not even be carrying a case load but he has to. The CA/N load is too large for me to have much time to focus on delinquency/status cases.
- 47 **High workload too much court time not enough desk time** CDJO difficult to staff cases with/poor supervision not enough time to staff cases need a DJO specifically assigned to DEL/C/AN
- 48 New standards that set new time frames for referrals that are unrealistic. **Low manning for population also hurts.** Not have the resources to assist the families in the local community.
- 49 The increase in high risk/high needs juvenile's who require more than normal support from the juvenile officer has increased. When coupled with the **normal everyday activities and emergency situations** it is difficult to keep up.
- 50 **Increase cases, changes on what action & how cases are to be handle,** more than one supervisor each with what they feel need to be done with a case, lack of time for the case decision of sufficiency or not to be made by the attorney, continue "over the shoulder" looking by a supervisor & changing/telling what to do
- 51 **We do not have an adequate number of DJO's** in our circuit and we are often over loaded. I take work home at least 4 out of 7 nights a week in order to stay up to date and prepared for the following day.
- 52 **It's an unpredictable field.** Our calendars often don't represent our actual days. Some nights and holidays we are in the office taking custody of a juvenile. The communication that occurs after hours between myself and other agencies (CD or law enforcement) is often unimaginable. The unpredictability of the field makes calculating a "correct number" of officers nearly impossible. Surveys can't do justice for what we as officers actually do.

- 53 **we cannot keep enough people in the building to complete work efficiently.** There is a constant struggle to have everyone in the building when we need them. We also have other responsibilities that supersede other things.
- 54 The amount of **paperwork** is increasing every year and I am spending more time doing paperwork than meeting with kids and families. Time **driving** to and from different offices in our 5 counties, is very time consuming.
- 55 I am a Detention DJO so my job is a bit different from the DJO's as I have responsibility over juveniles in Detention and I have to balance those duties as well as taking intake calls from police and parents. Due to the nature of the job, there are always going to be fluctuation in time and availability. However, My Detention only employs two Detention DJO's which necessitates coordination between myself and the other DDJO as we are on call about 120 hours per week. This can be difficult for both home life balance and work as I struggle to have time off due to overburdening my partner who must pick up on call duties while I am off duty. **The emergency nature of being on call can also effect the quality and duration of work as working from home is a whole new set of issues.** I have had many issues while working from home especially with connecting to work related programs/files.
- 56 **Turnover**
- 57 **There is a lack of community based programs for a use of "alternate to detention" as option.** Also, there are no classes to assign offenders that are available in larger circuits.
- 58 My job is partly dependent on the investigative agencies ability to sent a timely and complete referral. Law Enforcement and Children Division (recently) send incomplete referrals which require sending it back and asking for more information frequently. Children's Division's training is in house now ... when the 1st round of in-house training didn't get all the training, it filters down to the 2nd round and then even more is missed. The result is incomplete referrals to JO, amongst other things.
- 59 **My office only has one JO. There was a budget cut last year and they had me driving to another office two days out of the week. It was unrealistic for me to keep up with my caseload, see my informal kids, keep up with the schools, keep up with my workload that is both CA/N and Informal cases, keep an office organized and keep up with the walk-ins, CD sending people to complete Urine tests, etc.** I also have a secretary only two days out of the week and some days she only shows up one day due to sick kids. I also lost my JO attorney because the PA lost his assistant to the Budget cut so he had to outsource to Warren so I don't have access to help as much so I am left on my own to figure subpoenas and gather evidence and he doesn't show up to PC hearings as often, he attends by Polycom which is also creating a hardship on me and creating more work for me with efilings, and emailing him stuff that he should just be here to have himself and do himself, I have also had to drive to Warren to deliver him copies of case files which is 30 minutes away from my office. I am left working late hours to make sure we are ready for Law Days and to keep up with my informal kids. I do everything and do not have any help, all the other offices are busy in our circuit and it causes me to work late hours to make sure everything is done. My supervisors do help when they can but they have 3 offices to keep track of and others to help as well. I do a good job at making sure that the priorities are done but someday it would be nice to show that this office needs more than one JO and a secretary two days out of the week and a part-time attorney from a different county that really doesn't have time for my caseload on top of Warren County's caseload.
- 60 **Time management.**
- 61 **Not being able to make a schedule as you never know what you may end up with in each day.** With other JO's trying to fill schedules with full caseloads, it is hard to get assistance when an emergency arises due to being short staffed.
- 62 **I am often assisting the Deputy Juvenile Officers with their work due to what feels like a staff shortage and insufficient time.** Therefore, that allows less time for me to complete my own job duties as CJO.
- 63 **I am the single officer in a single county & have no clerical assistance & am required to do all paperwork; reports, summons; etc singly.**

- 64 The circuit is one of the largest (geographically) in the state. Our officers and attorney spend too much time **driving** to court and other meetings throughout the circuit.
- 65 I spend the majority of my time trying to manage a case that should be managed adequately by **Children's Division**. I do not get the time I need to work my own informal/formal cases because of the lack of follow-thru and case management by the CD in our circuit. It is endless trying to make sure that our CD is even following court orders despite having FST's. I have multiple cases that haven't been managed and have left kids without permanency due to turnover and poor supervisory decisions within our local CD. It is a disservice to the families of the 14th circuit and very sad for the kids that desperately need permanency in their lives.
- 66 **Large caseload, interruptions and emergencies popping up.**
- 67 **Case loads are extremely high which requires additional time in a normal work week to complete tasks.** I do not sacrifice quality regarding documentation of cases but it leaves less time to adequately complete field work, attend other agency team meetings on cases, etc. The unpredictable nature of the job comes with the territory of being an officer, as well as emergencies/crisis. We learn to adapt with that part of the job as we can not dictate when our clients need our support. We could however look at additional staffing to cover the work loads. We currently are on call Monday thru Thursday every day from 5 pm to 8 am and rotate weekends among current staff. That computes to 40 hour work week and another 60 hours sitting by our phones and must answer all juvenile calls from other agencies. When its our weekend we then put in an additional 63 hours on call. It ends up that we are subject to work around the clock. Additional staffing/funding could assist with this matter, such as adding additional staffed shifts, on call staff during the week, and addition of staff to the current case loads. Thank you for your time and considerations with these matters.
- 68 We have an older staff in our circuit that acquire maximum leave time. When giving our employees time off, or when they take off for medical appointments, family medical etc. **I do not believe we have sufficient staff to cover office duties when staff are missing.** When covering for staff off, this takes time away from my other duties. We lost an allocation for a DJO years ago which required us to spread out our DJOs to cover other locations. Now we do not have a full time DJO located in our least populated county. Coverage for this county is shared with a neighboring county. Drive time to this county to provide coverage is 55-60 minutes one way (office to office). With our pending Circuit realignment drive time/ windshield time will increase.
- 69 **We are seldom 100% fully staffed with everyone at work at the same time.** In rural counties when a DJO is absent from work for illness (themselves, their children, their parents, etc.) or, are on vacation, in meetings, etc. The Chief JO must pick up the slack and handle cases and situations that are normally handled by DJO's. This distracts from the ability I have to spend time doing Chief JO duties. It certainly distracts from my chance to work on education and training and research. I do not have another supervisor in my location who can be assigned to review incoming referrals for legal sufficiency and assignment which takes up a significant amount of time. To summarize, we have enough staff to actually handle the caseload, but we do not have a deep enough bench to make up for when someone is absent. Also, we do not have a DJO based in one of our counties which creates a burden regarding travel time and scheduling appointments, etc. Also, on-call duties come around quickly when there are few DJO's to handle the load.
- 70 **Due to the unpredictable nature of the workday, you do not always have the time you may have set aside to complete a task.** This can cause things to be put on a back burner until you have the time again to complete them. This is especially true of Abuse and Neglect cases when referrals can come in at any time and often come in bunches.
- 71 More money, programs, resources needed **Not enough time to work with the kids and their families**  
Too much paperwork JIS is way too complicated; takes up too much time

## Appendix D: Missouri Weighted Caseload Model for Determining Statewide Need for Juvenile Officers

The model presented in Appendix D (next page) shows the detail for how the NCSC calculated the statewide JO staffing need of 260.8 FTEs. As discussed in Section VI, *Juvenile Officer Workload Calculation and Resource Needs*. The NCSC multiplied the workload values by the number of new cases in each case status category by judicial district, the sum of which represents the expected annual workload in each district. The NCSC then divides the expected annual workload by the case-related year value to determine the circuit-specific workload in work minutes. As discussed in the body of this report, while the workload values and the overall need of 260.8 JO FTE seemed appropriate to the Work Group, but the allocation across circuits did not. For this reason, the Work Group agreed to allocate the 260.8 positions based on the youth population proportions in each circuit presented in Appendix E was used to allocate the 260.8 JO FTEs among the judicial circuits.

### Notes:

1. Annual Workload Values = Average number of minutes per case spent by JOs on each case type per year, based on a study of JOs work-time study conducted by the National Center for State Courts during 2020.
2. The "demand" for JOs is calculated by dividing the *case-specific work minutes* by JOs [which is the sum of multiplying the case weights by the new cases in each district] by the average annual available minutes JOs have to do case-related work -- which was determined to be 102,960 annual minutes, minus 21,926 minutes of non-case-related work, minus the actual average travel time recorded in the NCSC's 2020 study. Figures 3 and 4 in this report present information on how the NCSC calculated the year value.

## Appendix D -- Missouri Weighted Workload Formula for Determining the Statewide Need for Juvenile Officers

	Monthly Case Weight (Minutes)	Annual Case Weight (Minutes)	1st Judicial Circuit	2nd Judicial Circuit	3rd Judicial Circuit	4th Judicial Circuit	5th Judicial Circuit	8th Judicial Circuit	9th Judicial Circuit
<b>Diversion (Diversion screened for detention)</b>	53.27	639.24		21	29		40		
<b>Status Offenses:</b>									
Screening (informal/formal)	103.63	378.35	9	7	14	19	53	11	18
Informal processing	376.80	4,521.62	7	4	3	7	40	6	3
Formal processing	420.04	5,040.46	1	1	1	1	5	1	1
Informal supervision	85.15	1,021.78	18	14	10	27	28	16	14
Formal supervision: All Risk Levels	173.72	2,084.64	3	21	13	3	51	5	5
Truancy court	154.16	1,849.89					1		
<b>Delinquency (Law) Cases:</b>									
Screening (informal/formal)	126.89	1,522.67	1	9	10	5	29	6	3
Informal processing	403.20	4,838.43	0	3	3	2	13	3	0
Formal processing	1,396.77	16,761.28	1	2	3	1	6	2	0
Informal supervision	65.29	783.48	1	12	9	8	42	8	3
Formal supervision: All Risk Levels	274.74	3,296.88	15	2	1	2	12	0	15
Statutorily Defined treatment court	176.35	2,116.20		1					6
<b>Child &amp; Family Welfare (CA/N) Cases:</b>									
Screening (informal/formal)	115.25	1,383.00	8	8	18	20	16	2	5
Informal processing	745.18	8,942.14	5	0	3	5	0	1	0
Formal processing	1,087.93	13,055.17	3	6	5	6	6	1	4
Informal supervision	93.83	1,125.96	3	0	14	17	0	2	1
Statutorily Defined treatment court	72.76	873.07		16					
Formal supervision/placement	30.61	367.30	83	136	111	86	114	14	101
Protection orders	21.80	261.60	2	5	7	3	14	9	4
Screening/notice to parties/process serving	111.09	1,333.13	0	2	1	1	2	0	1
Court-related activity	111.09	1,333.13	0	3	4	2	6	0	9
<b>Total Cases by Location</b>			162	274	260	216	476	86	191
<b>Case-specific Work Minutes (sum of WT x cases)</b>			264,264	342,658	340,998	335,138	828,442	160,442	228,880
<b>JOs Annual Availability</b>			102,960	102,960	102,960	102,960	102,960	102,960	102,960
<b>Subtract Annual Non-Case-Related Time</b>			21,926	21,926	21,926	21,926	21,926	21,926	21,926
<b>Subtract Annual Travel Time</b>			10,352	6,736	11,112	7,334	3,305	2,129	6,644
<b>JO Annual Case-Related Availability</b>			70,683	74,298	69,922	73,701	77,729	78,905	74,391
<b>JO FTE Demand</b>			3.7	4.6	4.9	4.5	10.7	2.0	3.1
<b>Current JO FTE Allocated</b>			2.0	4.0	3.0	4.0	12.0	2.0	3.0
<b>Total JO Surplus(-)/Deficit</b>			1.7	.6	1.9	.5	- 1.3	.0	.1

**Note:**

Juvenile officer count includes state-paid juvenile officers I, II, III, grant-paid staff serving in a case management capacity, including supervision and related tasks. The count excludes attorneys, administrative support personnel and program-specific staff not providing supervision or tracking services.

	Monthly Case Weight (Minutes)	Annual Case Weight (Minutes)	10th Judicial Circuit	12th Judicial Circuit	13th Judicial Circuit	14th Judicial Circuit	15th Judicial Circuit	17th Judicial Circuit	18th Judicial Circuit
<b>Diversion (Diversion screened for detention)</b>	<b>53.27</b>	<b>639.24</b>	18		0	175	19	49	14
<b>Status Offenses:</b>									
Screening (informal/formal)	103.63	378.35	8	32	53	29	11	34	16
Informal processing	376.80	4,521.62	3	12	15	8	3	24	5
Formal processing	420.04	5,040.46	1	1	10	3	1	5	1
Informal supervision	85.15	1,021.78	45	57	44	26	9	63	25
Formal supervision: All Risk Levels	173.72	2,084.64	21	34	56	1	7	72	8
Truancy court	154.16	1,849.89							4
<b>Delinquency (Law) Cases:</b>									
Screening (informal/formal)	126.89	1,522.67	9	14	54	5	15	32	21
Informal processing	403.20	4,838.43	3	5	18	2	5	16	7
Formal processing	1,396.77	16,761.28	1	1	14	1	2	11	3
Informal supervision	65.29	783.48	64	29	28	11	13	43	35
Formal supervision: All Risk Levels	274.74	3,296.88	9	0	9	4	1	8	0
Statutorily Defined treatment court	176.35	2,116.20							1
<b>Child &amp; Family Welfare (CA/N) Cases:</b>									
Screening (informal/formal)	115.25	1,383.00	4	8	30	24	5	19	3
Informal processing	745.18	8,942.14	0	1	2	2	0	2	1
Formal processing	1,087.93	13,055.17	4	4	26	7	4	15	1
Informal supervision	93.83	1,125.96	0	1	1	9	0	1	2
Statutorily Defined treatment court	72.76	873.07		4	1				
Formal supervision/placement	30.61	367.30	166	184	489	128	87	322	111
Protection orders	21.80	261.60	9	10	28	7	11	0	8
Screening/notice to parties/process serving	111.09	1,333.13	2	3	2	0	1	1	1
Court-related activity	111.09	1,333.13	5	10	8	1	6	8	4
<b>Total Cases by Location</b>			371	408	887	442	197	724	270
<b>Case-specific Work Minutes (sum of WT x cases)</b>			366,376	446,677	1,347,957	464,618	245,252	1,127,898	310,955
<b>JOs Annual Availability</b>			102,960	102,960	102,960	102,960	102,960	102,960	102,960
<b>Subtract Annual Non-Case-Related Time</b>			21,926	21,926	21,926	21,926	21,926	21,926	21,926
<b>Subtract Annual Travel Time</b>			2,543	5,799	1,231	7,035	1,221	1,625	10,101
<b>JO Annual Case-Related Availability</b>			78,491	75,235	79,803	73,999	79,813	79,409	70,933
<b>JO FTE Demand</b>			4.7	5.9	16.9	6.3	3.1	14.2	4.4
<b>Current JO FTE Allocated</b>			5.0	7.0	16.0	5.0	3.3	11.5	3.3
<b>Total JO Surplus(-)/Deficit</b>			- .3	- 1.1	.9	1.3	- .2	2.7	1.1

**Note:**

Juvenile officer count includes state-paid juvenile officers I, II, III, grant-paid staff serving in a case management capacity, including supervision and related tasks. The count excludes attorneys, administrative support personnel and program-specific staff not providing supervision or tracking services.

	Monthly Case Weight (Minutes)	Annual Case Weight (Minutes)	20th Judicial Circuit	24th Judicial Circuit	25th Judicial Circuit	26th Judicial Circuit	27th Judicial Circuit	28th Judicial Circuit	30th Judicial Circuit
<b>Diversion (Diversion screened for detention)</b>	<b>53.27</b>	<b>639.24</b>	9	7					3
<b>Status Offenses:</b>									
Screening (informal/formal)	103.63	378.35	22	19	71	20	9	23	15
Informal processing	376.80	4,521.62	5	8	44	2	6	17	2
Formal processing	420.04	5,040.46	1	1	3	1	1	1	0
Informal supervision	85.15	1,021.78	16	3	26	11	19	13	1
Formal supervision: All Risk Levels	173.72	2,084.64	21	41	12	15	8	17	7
Truancy court	154.16	1,849.89							
<b>Delinquency (Law) Cases:</b>									
Screening (informal/formal)	126.89	1,522.67	26	32	19	22	6	21	38
Informal processing	403.20	4,838.43	6	13	10	4	5	15	15
Formal processing	1,396.77	16,761.28	3	5	2	2	1	3	2
Informal supervision	65.29	783.48	26	12	34	11	21	14	32
Formal supervision: All Risk Levels	274.74	3,296.88	3	0	7	2	2	8	0
Statutorily Defined treatment court	176.35	2,116.20							
<b>Child &amp; Family Welfare (CA/N) Cases:</b>									
Screening (informal/formal)	115.25	1,383.00	12	22	82	32	23	14	32
Informal processing	745.18	8,942.14	0	0	23	3	15	1	1
Formal processing	1,087.93	13,055.17	12	21	22	16	7	4	10
Informal supervision	93.83	1,125.96	0	0	0	15	12	0	1
Statutorily Defined treatment court	72.76	873.07		8					
Formal supervision/placement	30.61	367.30	332	557	492	367	150	90	204
Protection orders	21.80	261.60	24	14	23	29	6	9	8
Screening/notice to parties/process serving	111.09	1,333.13	7	14	3	2	1	0	1
Court-related activity	111.09	1,333.13	31	68	32	11	3	2	4
<b>Total Cases by Location</b>			557	843	906	566	293	253	377
<b>Case-specific Work Minutes (sum of WT x cases)</b>			606,955	968,744	1,294,176	630,645	464,190	450,472	488,492
<b>JOs Annual Availability</b>			102,960	102,960	102,960	102,960	102,960	102,960	102,960
<b>Subtract Annual Non-Case-Related Time</b>			21,926	21,926	21,926	21,926	21,926	21,926	21,926
<b>Subtract Annual Travel Time</b>			9,746	2,747	4,929	2,005	7,728	4,852	10,568
<b>JO Annual Case-Related Availability</b>			71,288	78,287	76,105	79,029	73,306	76,182	70,466
<b>JO FTE Demand</b>			8.5	12.4	17.0	8.0	6.3	5.9	6.9
<b>Current JO FTE Allocated</b>			7.0	8.0	9.0	6.0	6.0	5.0	6.5
<b>Total JO Surplus(-)/Deficit</b>			1.5	4.4	8.0	2.0	.3	.9	.4

**Note:**

Juvenile officer count includes state-paid juvenile officers I, II, III, grant-paid staff serving in a case management capacity, including supervision and related tasks. The count excludes attorneys, administrative support personnel and program-specific staff not providing supervision or tracking services.

	Monthly Case Weight (Minutes)	Annual Case Weight (Minutes)	32nd Judicial Circuit	33rd Judicial Circuit	34th Judicial Circuit	35th Judicial Circuit	36th Judicial Circuit	37th Judicial Circuit	38th Judicial Circuit
<b>Diversion (Diversion screened for detention)</b>	<b>53.27</b>	<b>639.24</b>	73	257					1
<b>Status Offenses:</b>									
Screening (informal/formal)	103.63	378.35	25	15	22	26	11	12	31
Informal processing	376.80	4,521.62	9	9	16	2	2	8	4
Formal processing	420.04	5,040.46	0	1	0	1	1	0	1
Informal supervision	85.15	1,021.78	27	27	45	13	8	20	37
Formal supervision: All Risk Levels	173.72	2,084.64	8	22	29	20	20	15	14
Truancy court	154.16	1,849.89	19	24					
<b>Delinquency (Law) Cases:</b>									
Screening (informal/formal)	126.89	1,522.67	17	17	15	17	18	8	26
Informal processing	403.20	4,838.43	8	6	6	2	3	4	7
Formal processing	1,396.77	16,761.28	3	4	5	6	3	2	2
Informal supervision	65.29	783.48	46	24	17	11	2	16	54
Formal supervision: All Risk Levels	274.74	3,296.88	0	1	0	0	4	0	3
Statutorily Defined treatment court	176.35	2,116.20		6					
<b>Child &amp; Family Welfare (CA/N) Cases:</b>									
Screening (informal/formal)	115.25	1,383.00	27	11	24	48	19	18	18
Informal processing	745.18	8,942.14	9	1	0	4	2	2	0
Formal processing	1,087.93	13,055.17	21	9	13	21	15	11	6
Informal supervision	93.83	1,125.96	23	5	0	18	10	3	5
Statutorily Defined treatment court	72.76	873.07	19	9		21			
Formal supervision/placement	30.61	367.30	260	184	276	290	295	213	141
Protection orders	21.80	261.60	8	10	2	7	9	16	11
Screening/notice to parties/process serving	111.09	1,333.13	4	0	1	0	3	0	2
Court-related activity	111.09	1,333.13	9	0	3	4	22	0	9
<b>Total Cases by Location</b>			617	642	474	511	448	346	373
<b>Case-specific Work Minutes (sum of WT x cases)</b>			890,382	717,844	638,885	745,289	578,540	436,044	448,073
<b>JOs Annual Availability</b>			102,960	102,960	102,960	102,960	102,960	102,960	102,960
<b>Subtract Annual Non-Case-Related Time</b>			21,926	21,926	21,926	21,926	21,926	21,926	21,926
<b>Subtract Annual Travel Time</b>			4,481	7,265	2,401	3,623	1,243	6,456	5,372
<b>JO Annual Case-Related Availability</b>			76,554	73,769	78,633	77,412	79,792	74,579	75,663
<b>JO FTE Demand</b>			11.6	9.7	8.1	9.6	7.3	5.8	5.9
<b>Current JO FTE Allocated</b>			10.0	8.0	5.5	8.5	5.0	5.5	4.0
<b>Total JO Surplus(-)/Deficit</b>			1.6	1.7	2.6	1.1	2.3	.3	1.9

**Note:**

Juvenile officer count includes state-paid juvenile officers I, II, III, grant-paid staff serving in a case management capacity, including supervision and related tasks. The count excludes attorneys, administrative support personnel and program-specific staff not providing supervision or tracking services.



	Monthly Case Weight (Minutes)	Annual Case Weight (Minutes)	39th Judicial Circuit	40th Judicial Circuit	41st Judicial Circuit	42nd Judicial Circuit	43rd Judicial Circuit	44th Judicial Circuit	45th Judicial Circuit	46th Judicial Circuit	State Total
<b>Diversion (Diversion screened for detention)</b>	53.27	639.24		55		1		42			813
<b>Status Offenses:</b>											
Screening (informal/formal)	103.63	378.35	9	22	13	16	12	1	21	7	733
Informal processing	376.80	4,521.62	1	2	8	11	3	1	3	2	305
Formal processing	420.04	5,040.46	0	3	1	1	1	0	1	1	52
Informal supervision	85.15	1,021.78	6	9	32	35	9	4	10	5	769
Formal supervision: All Risk Levels	173.72	2,084.64	7	22	5	2	12	9	16	10	631
Truancy court	154.16	1,849.89									48
<b>Delinquency (Law) Cases:</b>											
Screening (informal/formal)	126.89	1,522.67	18	41	4	7	8	4	16	8	603
Informal processing	403.20	4,838.43	5	6	2	3	2	2	4	3	210
Formal processing	1,396.77	16,761.28	3	13	1	1	1	1	2	1	113
Informal supervision	65.29	783.48	25	31	15	9	10	14	14	12	755
Formal supervision: All Risk Levels	274.74	3,296.88	3	2	1	0	5	0	5	3	125
Statutorily Defined treatment court	176.35	2,116.20		28							42
<b>Child &amp; Family Welfare (CA/N) Cases:</b>											
Screening (informal/formal)	115.25	1,383.00	14	24	8	12	7	12	35	16	679
Informal processing	745.18	8,942.14	0	0	2	0	0	0	1	0	87
Formal processing	1,087.93	13,055.17	12	14	5	11	6	12	10	15	363
Informal supervision	93.83	1,125.96	0	0	7	0	0	0	3	0	152
Statutorily Defined treatment court	72.76	873.07		4					17		100
Formal supervision/placement	30.61	367.30	347	237	105	196	182	164	176	269	7,660
Protection orders	21.80	261.60	8	16	1	11	4	5	10	9	359
Screening/notice to parties/process serving	111.09	1,333.13	6	1	1	2	2	0	2	4	72
Court-related activity	111.09	1,333.13	16	5	2	19	7	1	8	24	345
<b>Total Cases by Location</b>			481	532	211	337	271	273	354	389	15,017
<b>Case-specific Work Minutes (sum of WT x cases)</b>			492,935	834,776	274,353	418,039	288,800	339,584	458,200	466,017	19,741,989
<b>JOs Annual Availability</b>			102,960	102,960	102,960	102,960	102,960	102,960	102,960	102,960	102,960
<b>Subtract Annual Non-Case-Related Time</b>			21,926	21,926	21,926	21,926	21,926	21,926	21,926	21,926	21,926
<b>Subtract Annual Travel Time</b>			12,349	8,759	9,859	4,362	10,296	9,533	1,783	2,713	5,235
<b>JO Annual Case-Related Availability</b>			68,685	72,276	71,175	76,673	70,738	71,501	79,252	78,321	75,799
<b>JO FTE Demand</b>			7.2	11.5	3.9	5.5	4.1	4.7	5.8	6.0	260.8
<b>Current JO FTE Allocated</b>			7.0	6.0	3.5	6.0	4.0	3.0	5.0	3.0	212.5
<b>Total JO Surplus(-)/Deficit</b>			.2	5.5	.4	-.5	.1	1.7	.8	3.0	48.3

**Note:**

Juvenile officer count includes state-paid juvenile officers I, II, III, grant-paid staff serving in a case management capacity, including supervision and related tasks. The count excludes attorneys, administrative support personnel and program-specific staff not providing supervision or tracking services.

## Appendix E: Formula for Allocating the Statewide Need for JO Positions

### Formula Options for JOs, and a Summary of the Overall Statewide Need for JO Allocations

The model on this page (columns A-G) allocates the statewide need for **260.8 FTE JOs** among the circuit as follows.

- (1) **Col. A** = Total youth population (age 5-17) in each circuit in Missouri i; **Col. B** = % of total statewide youth population that resides in each circuit.
- (2) **Col. C** = Total youth population (age 5-17) in poverty in each circuit in 2018; **Col. D** = % of state's youth in poverty that resides in each circuit.
- (3) Determine the number of JCOs needed statewide (**260.8 FTEs**) based on the NCSC's traditional weighted workload formula in Appendix D.
- (4) **Col. E**: Allocate **80%** of the 260.8 FTEs (**208.6**) according to the % of the total statewide youth population that resides in the circuit (col. E, row 9)
- (5) **Col. F**: Allocate **20%** of the 206.9 FTEs (**52.2**) according to the % of the total statewide youth in poverty that resides in the circuit (col. F, row 9)

**JUVENILE OFFICER FTE ALLOCATION COMPARISONS**

	A	B	C	D	E	F	G	H	I	J	K
Circuit	2018 MO Census Total # of Kids (5-17)	2018 % of State Kids in Pop (A/Total Kids)	US Census: # of Kids in Poverty	% of State's kids in Poverty (C/Total Kids in Poverty)	Weight of JO demand for staff on 80% of Youth Pop x Column	Weight 20% of JO demand for JOs on % of Youth Pop x Column D	Total JOs needed per Circuit (Pop/Pov Model n=260.8)	Total JOs Needed per Circuit (Population Only n=260.8)	Need with Traditional Model (n=260.8)	Avg. of 3 Models	Current JOs per Circuit
1	2960	0.67%	449	0.67%	1.41	0.35	1.8	1.8	3.7	2.4	2
2	5676	1.29%	1170	1.75%	2.70	0.92	3.6	3.4	4.6	3.9	4
3	4544	1.04%	693	1.04%	2.16	0.54	2.7	2.7	4.9	3.4	3
4	5416	1.23%	898	1.35%	2.58	0.70	3.3	3.2	4.5	3.7	4
5	17403	3.97%	2490	3.74%	8.28	1.95	10.2	10.3	10.7	10.4	12
8	5386	1.23%	569	0.85%	2.56	0.45	3.0	3.2	2.0	2.7	2
9	4339	0.99%	670	1.00%	2.06	0.52	2.6	2.6	3.1	2.7	3
10	7836	1.79%	1197	1.80%	3.73	0.94	4.7	4.7	4.7	4.7	5
12	12175	2.78%	1613	2.42%	5.79	1.26	7.1	7.2	5.9	6.7	7
13	33004	7.52%	5190	7.79%	15.70	4.06	19.8	19.6	16.9	18.8	16
14	5530	1.26%	901	1.35%	2.63	0.71	3.3	3.3	6.3	4.3	5
15	9404	2.14%	1180	1.77%	4.47	0.92	5.4	5.6	3.1	4.7	3.25
17	27033	6.16%	2675	4.01%	12.86	2.09	15.0	16.1	14.2	15.1	11.5
18	10451	2.38%	1662	2.49%	4.97	1.30	6.3	6.2	4.4	5.6	3.25
20	22138	5.05%	2095	3.14%	10.53	1.64	12.2	13.2	8.5	11.3	7
24	19697	4.49%	3483	5.23%	9.37	2.73	12.1	11.7	12.4	12.1	8
25	20150	4.59%	3613	5.42%	9.59	2.83	12.4	12.0	17.0	13.8	9
26	23012	5.25%	3361	5.04%	10.95	2.63	13.6	13.7	8.0	11.7	6
27	7657	1.75%	1231	1.85%	3.64	0.96	4.6	4.6	6.3	5.2	6
28	9285	2.12%	1618	2.43%	4.42	1.27	5.7	5.5	5.9	5.7	5
30	19604	4.47%	2673	4.01%	9.33	2.09	11.4	11.7	6.9	10.0	6.5
32	17549	4.00%	2361	3.54%	8.35	1.85	10.2	10.4	11.6	10.8	10
33	8939	2.04%	1871	2.81%	4.25	1.46	5.7	5.3	9.7	6.9	8
34	5938	1.35%	1411	2.12%	2.82	1.10	3.9	3.5	8.1	5.2	5.5
35	10225	2.33%	2138	3.21%	4.86	1.67	6.5	6.1	9.6	7.4	8.5
36	9565	2.18%	2029	3.04%	4.55	1.59	6.1	5.7	7.3	6.4	5
37	11117	2.53%	2442	3.66%	5.29	1.91	7.2	6.6	5.8	6.6	5.5
38	16496	3.76%	1419	2.13%	7.85	1.11	9.0	9.8	5.9	8.2	4
39	17074	3.89%	2760	4.14%	8.12	2.16	10.3	10.2	7.2	9.2	7
40	14473	3.30%	2227	3.34%	6.88	1.74	8.6	8.6	11.5	9.6	6
41	3669	0.84%	585	0.88%	1.75	0.46	2.2	2.2	3.9	2.7	3.5
42	11188	2.55%	2146	3.22%	5.32	1.68	7.0	6.7	5.5	6.4	6
43	10644	2.43%	1401	2.10%	5.06	1.10	6.2	6.3	4.1	5.5	4
44	6834	1.56%	1517	2.28%	3.25	1.19	4.4	4.1	4.7	4.4	3
45	13600	3.10%	1597	2.40%	6.47	1.25	7.7	8.1	5.8	7.2	5
46	8585	1.96%	1322	1.98%	4.08	1.03	5.1	5.1	6.0	5.4	3
<b>Total</b>	<b>438596</b>	<b>1</b>	<b>66655</b>	<b>1</b>	<b>208.64</b>	<b>52.16</b>	<b>260.8</b>	<b>260.8</b>	<b>260.8</b>	<b>260.8</b>	<b>212.5</b>

Total JOs      260.8      271.5  
80%      208.6  
20%      52.2